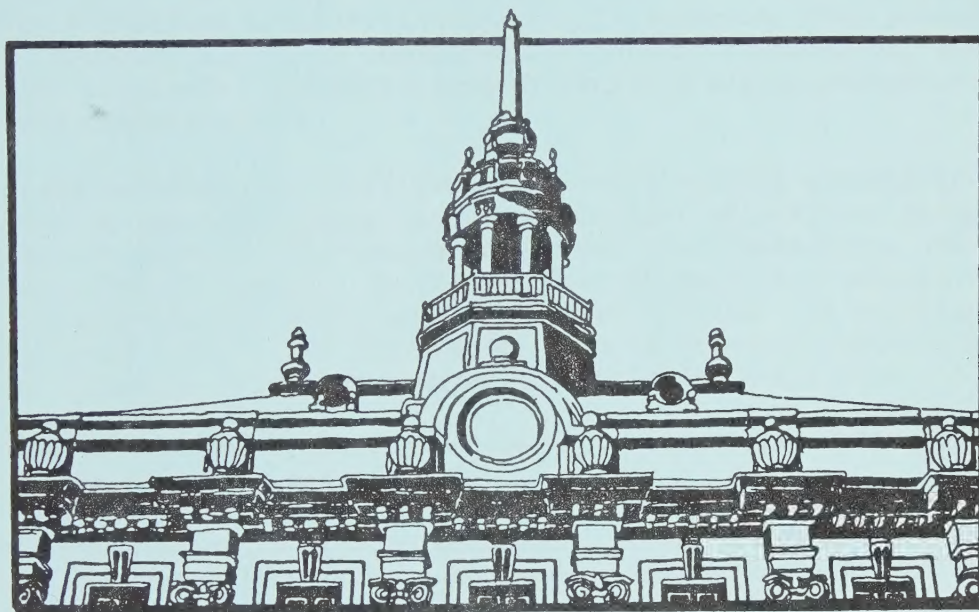



CITIZENS IN GOVERNMENT

The Effectiveness of Berkeley's Boards & Commissions



RESULTS OF A QUESTIONNAIRE TO
COMMISSIONERS AND STAFF LIAISONS

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Berkeley, California
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EXECUTIVE SUMMARY

In September, 1980, the City Manager's Office sent a questionnaire to the members of all City of Berkeley Boards and Commissions. The questionnaire explored the attitudes of commissioners regarding the effectiveness of their groups in fulfilling their various mandates. The objective of the questionnaire was to improve the quality of information available to the City Manager's Office for developing administrative policies covering board and commission support services. A questionnaire was also developed for staff liaisons directed toward accomplishing the same objective.

Completed questionnaires were returned by approximately 25% (68) of all City board and commission members and 40% (20) of staff liaisons.

The findings of both questionnaires indicate that commission members and staff consider themselves moderately effective in improving City policies and programs. However, a gulf in communication between commissions, with overlapping concerns, frustrates the participatory decision-making process by causing delay and uncertainty.

While commissioners and staff generally enjoy working with their groups, an inability to get things done because of unclear objectives, group process problems and limited information undermines their motivation and success in effecting Council action. Staff liaisons estimate, for example, that only 41% of commission meeting time leads to decisive action. In addition, many commissioners believe the City Council should provide a written rationale for Council decisions which run counter to commission positions.

A summary of the major findings of both questionnaires is presented in chart form on the following page.

A substantial majority of both commissioners and staff favor additional efforts by the City Manager's Office to coordinate commission activity and introduce innovative approaches to participatory decision-making.

The recommendations presented at the conclusion of the study (p.28) aim to:

- (1) Increase coordination between commissions with overlapping areas of concern by establishing regular forums for exchanging information.
- (2) Prepare commissioners for their responsibilities by improving the orientation process.
- (3) Assist commissioners and staff liaisons to develop group process skills through effectiveness training workshops.
- (4) Clarify departmental support for commission activities by standardizing protocol for staff liaisons.

summary of findings

AREA OF CONCERN	COMMISSIONERS	STAFF LIAISONS
STRUCTURE AND PROCESS	47% BELIEVE THEIR GROUP LACKS ENOUGH INFORMATION TO MAKE GOOD DECISIONS	EIGHT (40%) INDICATED THAT SOME FUNCTIONS PRESENTLY PERFORMED BY STAFF COULD BE HANDLED BY COMMISSIONERS
COMMISSION EFFECTIVENESS	40% WOULD LIKE TO GET MORE DONE IN LESS TIME	AS A GROUP, PERCEIVE THAT ONLY 41% OF COMMISSION MEETING TIME LEADS TO DECISIVE ACTION
COORDINATION WITH OTHER COMMISSIONS	49% ENCOUNTER DIFFICULTY EXCHANGING INFORMATION WITH OTHER COMMISSIONS	TEN (50%) BELIEVE THEIR COMMISSION LACKS ADEQUATE COMMUNICATION WITH GROUPS HAVING RELATED CONCERNS
COORDINATION WITH THE CITY COUNCIL	44% WOULD APPRECIATE ADDITIONAL INPUT FROM COUNCIL DURING THE PROCESS OF DEVELOPING REPORTS	SIX (30%) INDICATED THAT THEIR GROUP NEEDED TO ESTABLISH WORKING RELATIONSHIP WITH COUNCIL IN ORDER TO FUNCTION MORE EFFECTIVELY
STAFF ASSISTANCE	71% FEEL THEY RECEIVE ENOUGH STAFF SUPPORT TO CARRY OUT THE FUNCTIONS OF THEIR GROUP EFFECTIVELY	NINE (45%) FEEL THEY DO NOT HAVE ENOUGH TIME TO GIVE SUFFICIENT ATTENTION TO COMMISSION DUTIES
MAJOR SUGGESTIONS	71% FAVOR GENERAL ORIENTATION PROCESS FOR ALL NEW COMMISSIONERS	OVERWHELMINGLY (90%) ENDORSE ESTABLISHING REGULAR MEETINGS BETWEEN COMMISSION CHAIRPERSONS AND STAFF LIAISONS TO PLAN ACTIVITIES AND AGENDA ITEMS
	68% FAVOR ESTABLISHING BETTER PROCEDURES FOR FILLING COMMISSION VACANCIES	
	59% APPROVE IDEA OF INFORMAL SOCIAL GATHERINGS AT CITY HALL FOR MEMBERS OF RELATED COMMISSIONS TO MEET WITH EACH OTHER AND STAFF	OVERWHELMINGLY INDICATE DESIRE FOR SOME FORM OF GROUP SKILLS TRAINING TO INCREASE THEIR EFFECTIVENESS

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INTRODUCTION

Citizen participation in Berkeley plays a significant role in the development of both city policies and the delivery of municipal services. There are now over thirty active boards and commissions. The number of appointed bodies has doubled in the last decade. The City Council has created these formal mechanisms for citizen involvement because it values the experience, expertise and good sense of Berkeley's active residents.

Berkeley's board and commission members volunteer thousands of hours each year addressing the concerns of Berkeley's diverse community--devising new approaches to solving problems, and making independent decisions or recommendations to Council that affect the lives of every resident.

This impressive record of effort and accomplishment is complemented by an average of over one-hundred hours per month of staff support for each board and commission.

The role of the City Manager's Office (CMO) in this participatory process is to insure that City Staff 1) allocates its time to boards and commissions in the most cost-effective manner; 2) provides member with adequate data, technical assistance, and administrative support; and 3) helps clarify and carry out the policies of the City Council.

THE 1980 COMMISSIONER QUESTIONNAIRE

In mid-September, 1980 the City Manager's Office (CMO) sent an attitudinal questionnaire to approximately 275 board and commission members to explore their concerns and to request suggestions on how staff can better address commissioners' needs. Sixty-eight (68) or approximately 25%, of the questionnaires were returned. The distribution of responses by commission is provided in Appendix A.

At the same time, a similar questionnaire was sent to the staff liaisons of each commission. Approximately fifty (50) staff members regularly attend meetings and provide supplementary assistance to commissions. Twenty (20) staff questionnaires were returned. We assume, therefore, a 40% staff response rate.

The questionnaires were designed to provide an interesting and informative experience for commissioners and staff, without consuming a lot of time. Most of the questions called for circling the appropriate response or simply answering "yes" or "no". Respondents were asked to explain their answers or to offer suggestions where appropriate.

RESPONDENT PROFILE¹

Of the sixty-eight (68) commissioners returning questionnaires, forty-four (44) or 65% indicated they had served on a board or commission for more than one year (Part 5, Q 1). Ten commissioners (10/15%) indicated they receive meeting stipends available to commissioners earning less than \$10,000 per year.

As requested by the City Manager's Office, the staff questionnaires were returned anonymously to encourage frank responses.

A HISTORY OF BOARD AND COMMISSION EFFECTIVENESS STUDIES

Over the last decade, several studies assessing the effectiveness of Berkeley's boards and commissions have included recommendations to Council or the City Manager which were subsequently instituted. Many of the problems noted in those studies, however, are still troublesome for today's commission members, suggesting that several recommendations have been unevenly implemented or were inadequate responses to the problems. (The reader should consult the appendix section for additional information concerning these studies.)

1970 League of Women Voters Report

Following a report from the League, the City Council approved several measures to improve commission performance including publicizing the minutes of meetings, developing uniform operating rules and procedures and standardizing orientation practices. The League recommended that commissions develop better ways of communicating with each other and the public. In response to these recommendations, the Council approved the distribution of a single report summarizing board and commission activities. However, that concept has never been implemented. (Appendix B)

1974 HUD "701" Management Study

In the early 1970's, the City of Berkeley was awarded a Housing and Urban Development (HUD) Planning Assistance Grant, part of which was used to study citizen participation in municipal government. The section of the 701 Study dealing with boards and commissions was completed in 1974. The study suggested that boards and commissions are only effective to the extent they receive cooperation, direction and recognition by the City Council. The report also emphasized the importance of a clear definition of commission functions, responsibilities and limitations.

The 701 Study recommended revisions in rules and procedures and in the apportionment of department responsibilities in providing staff support. The finding of the 701 Management Report supported a developing consensus that a new method of appointing commissioners was needed. Previously, commissioners were appointed by the Council as a whole, a procedure which enabled a controlling majority to determine the political character of all the City's public bodies. Consequently, boards and commissions quite often did not reflect the spectrum of political ideas and values on the City Council. The Fair Representation Ordinance, adopted in 1975 by a vote of the electorate, provided each councilperson with equal authority in appointing public board members. (Appendix C)

1975 Cost of Staff Services Report

During its budget deliberation the City Council requested all City departments to project annual payroll and non-payroll costs of providing staff services to boards and commissions. These were costs not showing up as line items in the budget as such information had not been previously available. Non-itemized estimates placed the cost of staff support in 1975 at one percent (1%) of the City's budget (\$506,500). (Appendix D)

1976-1977 League of Women Voters and A Dream for Berkeley

Following staff and commission evaluation of two reports, from the League and from "A Dream for Berkeley", the City Manager made several recommendations to Council to establish orientation procedures, status reports on commission vacancies, standard operating procedures and yearly commission work programs. (Appendix E) In response to the Manager's reports, several commissions and councilmembers responded with priority concerns, including closer working relationships between commission and staff, yearly orientation and distribution of meeting agendas to other commissions. (Appendix F)

1978-1979 Responding to Proposition 13

In the wake of Proposition 13, Council became concerned over the question of efficient provision of staff support to commissions. Several steps regarding the appropriate use of staff time for all commissions and for particular bodies were recommended by the Manager to reduce costs. For example, departments were directed to schedule one staff member only to attend most commission meetings and to take action minutes. Presently, many departments continue to send more than one staff person to commission meetings. (Appendix G)

1980-1981 Coordination of Commission Activity

After reviewing over 10 years of commission recommendations, many only partially implemented, the City Manager's Office has begun to 1) assist staff liaisons in providing commission support; 2) assess the appropriateness of past recommendation for current use; and 3) oversee the implementation of methods for commissioner orientation, training and support. For example, representatives of the commissions which recommend community agency funding allocations to the City Council have been meeting with CMO staff to coordinate and streamline the proposal review process. For the first time in 1980, commissioners were invited to attend CMO department budget review sessions.

The 1980 Commissioner and Staff Questionnaires represent a renewed effort by the City Manager's Office to improve staff support for boards and commissions.

PRESENTATION OF FINDINGS

The findings of the Commissioner and Staff Questionnaires are presented separately in the report. Copies of the questionnaires and the distribution of responses to all survey questions is presented in both absolute and relative frequencies in Appendices H-1 and H-2.

FINDINGS: COMMISSIONER QUESTIONNAIRE

The commissioner questionnaire results are presented in four parts, generally corresponding to the sections of the questionnaire:

PART I presents basic attitudes commissioners share about their work as summarized from responses to four unfinished statements they were asked to complete.

PART II identifies common problem situations experienced by commissioners and clusters these problems into major categories.

PART III summarizes the major changes in the behavior or condition of commissions that members believe are necessary to reduce the problems identified in the previous section.

PART IV addresses specific components of commission activity:

1. Coordination with Council
2. Structure and Process
3. Staff Support
4. Demographic Composition of Group
5. Coordination with Other Commissions

PART I: ON BEING A COMMISSIONER

Commissioners were asked to complete, in twenty words or less, four statements concerning their attitudes about and goals for their commission.

The Most Important Reason for Working on a Board or Commission

Aside from "civic duty" and "service to community", many commissioners explained their participation as an effort to increase the ability of city government to plan and implement necessary programs, particularly those that attempt to improve the quality of life and promote progressive social change.

Many commissioners considered their skills supplementing those available at City Hall; in the words of one commissioner, "The City needs the expertise and time that concerned citizens can provide. A part-time council can't do it all."

Whatever the area of interest or commitment---children, parks, labor, seniors, "solving the dog problem"---many commissioners echoed in sentiment the response of one appointee: "I find it enjoyable and fulfilling to give part of myself to my dear exasperating City."

The Best Part About Working With Other Commission Members

Many commissioners responded that sharing similar goals is what they like best about working with their group. A number of respondents indicated that despite differences of opinion between members, the process of solving problems and reaching agreements gives them most enjoyment. One commissioner wrote: "We are two different political factions, with many other differences and yet we are all very fond of one another and function well together." Some commissioners mentioned later in the questionnaire that personal animosity is, in fact, a serious problem with their group. A common interest in the subject area and exposure to new and diverse ideas were mentioned as lubricants that smooth over the rough edges of disagreements.

A few respondents highlighted the challenge---through debate, conflict and negotiation---of dealing effectively with other people. Respect for the commitment and dedication exhibited by their colleagues was also mentioned.

A less enthusiastic commissioner wrote the best thing about working with members of the group is "meeting adjournment time."

The Best Qualities of Commission Staff

Commissioners mentioned dedication most often as the quality they liked most about the staff. Commission staff are generally regarded as informed and knowledgeable people, interested in commission business and helpful and supportive in enabling commissioners to carry out their duties. One commissioner indicated that he liked his staff liaison's "sense of humor."

PART I: ON BEING A COMMISSIONER (Continued)

What a Commissioner Would Do If Appointed City Manager

Commissioners offered dozens of ideas for changing, improving, reducing, making more efficient, cutting, replacing, consolidating, appointing, increasing, encouraging and eliminating staff, programs, budgets, studies, systems, meetings, council members, dogs, salaries, streets and benefits. A list of these recommendations, too lengthy to present here, is provided for illustrative purposes in Appendix I.

PART II: TROUBLESOME SITUATIONS FOR COMMISSIONERS²

Commissioners were asked to identify, from a list of thirty-eight (38) hypothetical problem situations, those situations that give them the most trouble. An average of six situations were selected by each commissioner. The problems most often mentioned are presented in Figure 1.

Forty-seven percent (47%/32) of the commissioners feel they lack enough information to make decisions. Apparently, generating appropriate information is considered a time-consuming task for either commissioners or staff. Thirty-seven percent (37%/25) of commissioners do not feel they have enough time for research. Twenty-one percent (21%/14) added they lack a sufficient amount of technical information to make good decisions.

By indicating they have too little influence over the budget, thirty-four percent (34%/23) of commissioners appear to want additional financial support from Council for commission projects and concerns.

Twenty-nine percent (29%/20) of the commissioners believe the voluability and lack of preparedness on the part of their colleagues is troublesome for their group. In addition, twenty-one percent (21%/14) believe some of their colleagues are unqualified to serve as commissioners and twenty-four percent (24%/16) indicated that apathy is a problem condition that applies to their group.

Over twenty percent of the respondents indicated that their group experiences difficulty agreeing on goals and setting coherent objectives.

Of the list of thirty-eight (38) problem situations, the remaining situations were considered troublesome by less than twenty percent (20%) of the respondents.

Another way to evaluate the significance of these sponsors is to cluster similar problem situations into major categories of commission experience and compare the categories by calculating the average rate of response to situations in each category. Figure 2 illustrates the relative importance that commissioners place on problems in various aspects of their group experience. A list of all problem situations by category is provided in Appendix J.

INFORMATION

As suggested in the previous discussion, generating appropriate information is considered the most significant problem category. Averaging the situations which fall under this category of experience, 34.8% of commissioners suggest they are not either generating or receiving an adequate amount of information to make good decisions.

The findings do not indicate, however, that commissioners perceived staff to be at fault. Only eight (8) commissioners (12%) felt their staff doesn't do its homework. On the average, problems with staff were indicated by only ten percent (10%) of the commissioners. There is support for the idea that neither commissioners nor staff have the time needed to develop relevant information and that commissioners themselves do not efficiently utilize information already at their disposal by not being prepared for meetings.

These factors appear to be substantiated in the findings of the staff questionnaire presented in the second-half of this report. Almost half of the staff respondents felt that they didn't have enough time to provide sufficient attention to commission business. In addition, most commission staff indicated that managing, rather than generating, information is a problem for the groups they support.

GROUP AUTHORITY

The concern over commission authority in both the budgetary and policy development process is reflected in the second major category in the problem pyramid, with an average response rate to problem situations falling in that category of 21.2%. Aside from having too little influence over the City budget, almost 20% of all respondents feel their recommendations are disregarded by Council or that they lack sufficient authority to successfully move their concerns through the decision-making cycle.

The perceived lack of recognition from Council may not be rooted in Council's actual rejection or disregard of a commission's recommendation, but rather because there is currently no mechanism that routinely conveys Council's rationale for its action back to the commission which has responsibility for the policy area under consideration. Both commissioners and staff indicate that additional communication with Council is required to improve group effectiveness. This is not a novel recommendation. Increased dialogue between the City Councilmembers and their appointees has been suggested in various reports over the last decade. It is, apparently, not a simple matter to define an approach to achieve this dialogue which respects both the time and resources available to Councilmembers and commissioners.

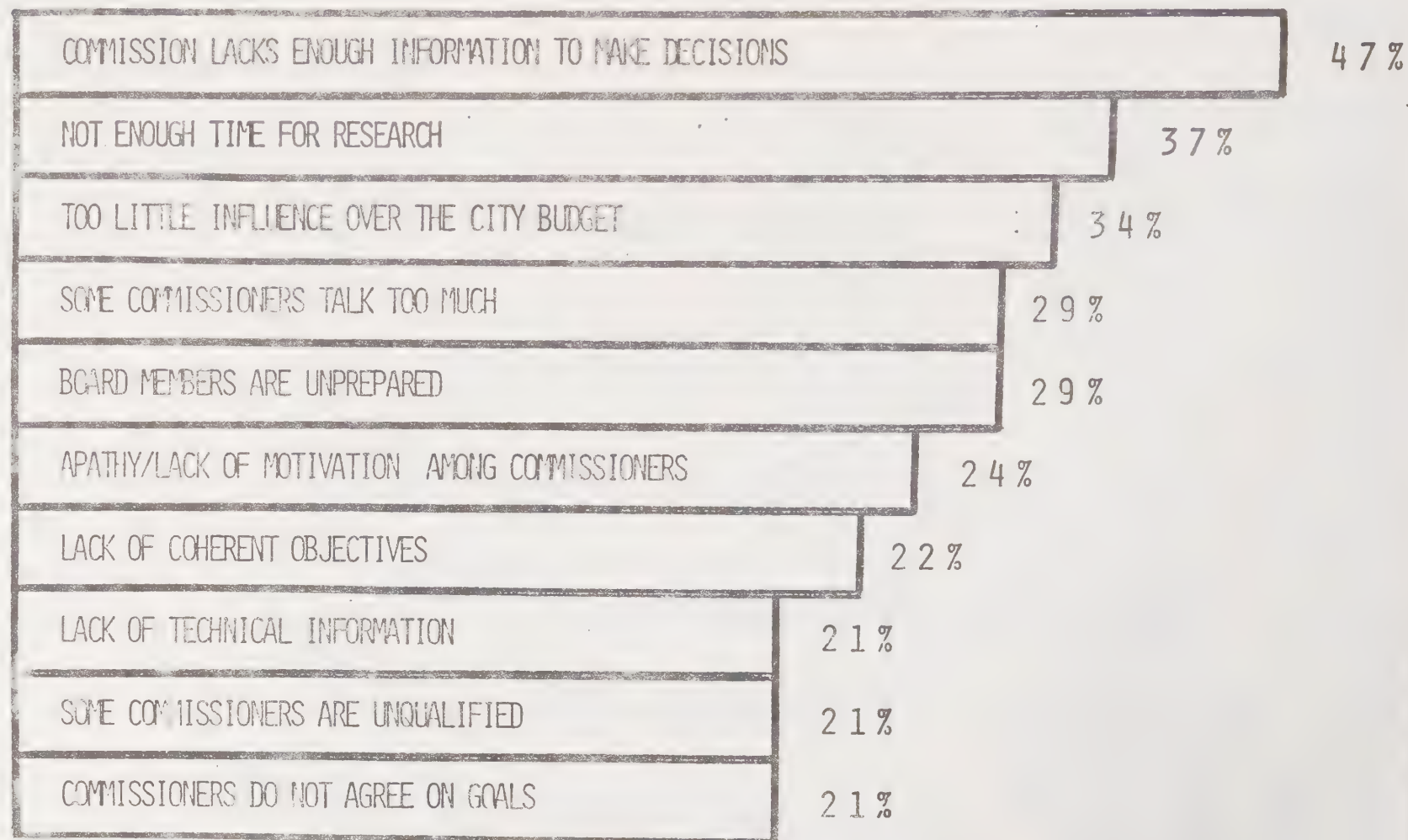
SETTING GOALS AND GROUP PROCESS

While considered somewhat less significant than information constraints and uncertain group authority, commissioners indicated problems with setting goals and managing group process throughout the questionnaire findings. These two categories of group experience are closely related. Lack of agreement on goals prevents commissioners from steering a clear course for their group. Group process problems obstruct forward movement once action objectives are established.

In relation to other categories, the last three clusters---attitudinal conflicts, and problems with the public and the staff---are lesser concerns for commissions.

ATTITUDINAL CONFLICT

One would assume that the high level of social awareness, diversity and activism in Berkeley would reflect themselves in a significant measure of political conflict on the commissions. However, attitudinal conflict does not appear to cause problems for group effectiveness. Commissioners indicated that talkative and hostile individuals present more difficulty than does political debate. Attitudinal conflict at commission meetings may reflect less political disagreement than the stubbornness of particular individuals and the failure of the process to put limits on acrimonious exchanges whose



N = 68

figure 1: PROBLEM SITUATIONS FOR COMMISSIONERS

(FROM A LIST OF THIRTY-EIGHT POSSIBLE SELECTIONS)

COMMISSIONERS: PROBLEM CATEGORY

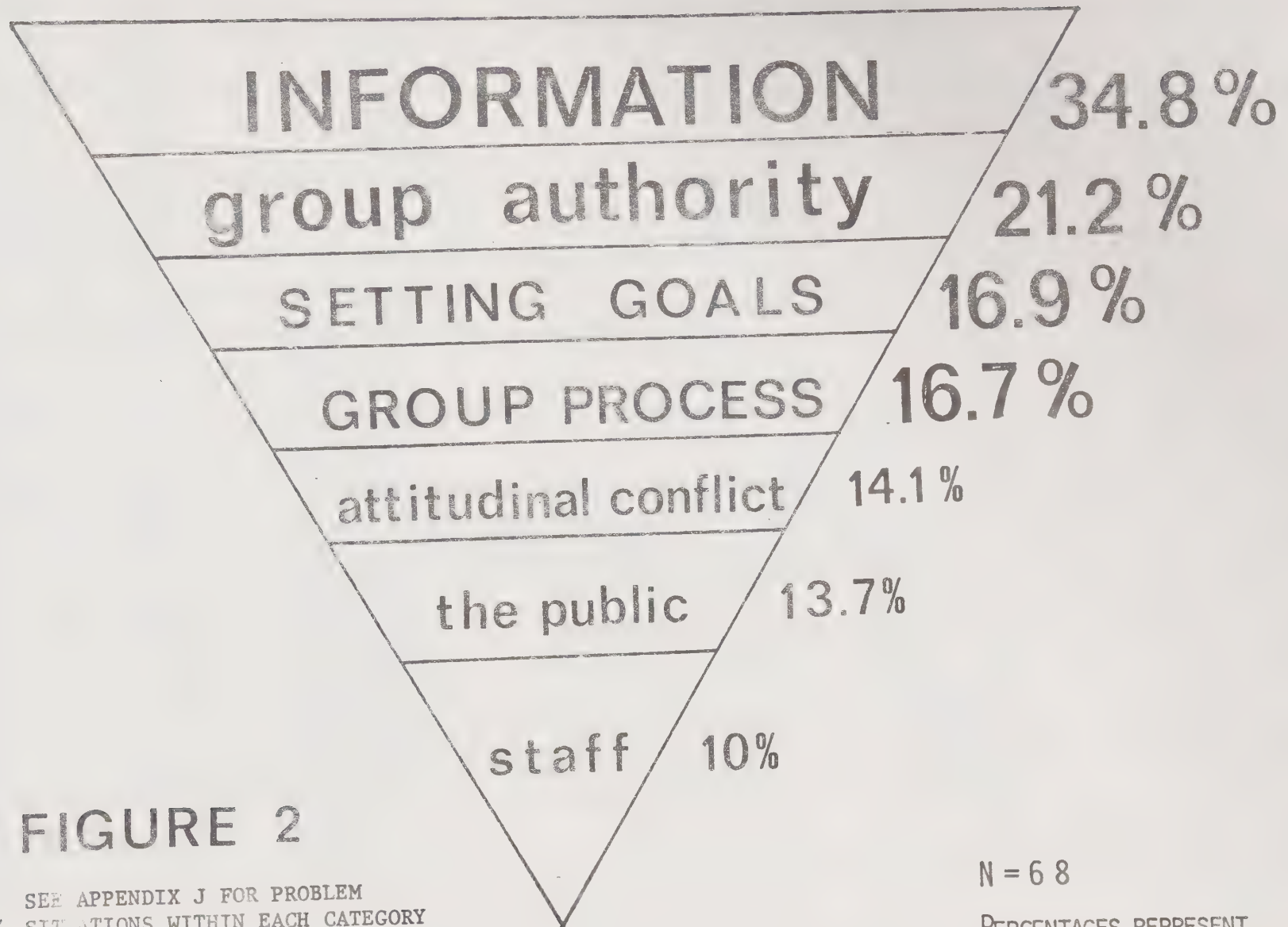


FIGURE 2

SEE APPENDIX J FOR PROBLEM
SITUATIONS WITHIN EACH CATEGORY

N = 68

PERCENTAGES REPRESENT
AVERAGE RATE OF RESPONSE TO
SITUATIONS WITHIN
PROBLEM CATEGORY

political content is unclear. In other words, ideological debate may cover more essential struggle for power between individuals who just don't like each other.

THE PUBLIC

While some commissioners express frustration with public meetings and with irate citizens, treating the public with respect is a comparable concern. In general, problems with the public appear to reflect a shortage of appropriate methods for inviting and utilizing citizen input. Commissioners often require a participatory format that enables them to discuss the information generated rather than simply hear a battery of diverse opinions.

STAFF

Commissioners did not express significant dissatisfaction with staff. This attitude is reflected in a relatively low average response rate of 10% to problem situations involving staff. Commissioners were more apt to indicate a shortage of staff support in general. However, this concern is not reflected in the percentage of 10% because the "quantity" of staff support was not addressed in this section.

PART III: COMMISSIONERS SUGGEST CHANGES FOR THEIR GROUPS

From a list of thirty-eight (38) suggestions, commissioners were asked to indicate which changes they would like to make in the present behavior or circumstances of the group. Figure 3 illustrates the most desired changes. Methods of implementing these changes are presented in the next section and in the findings of the staff questionnaire.

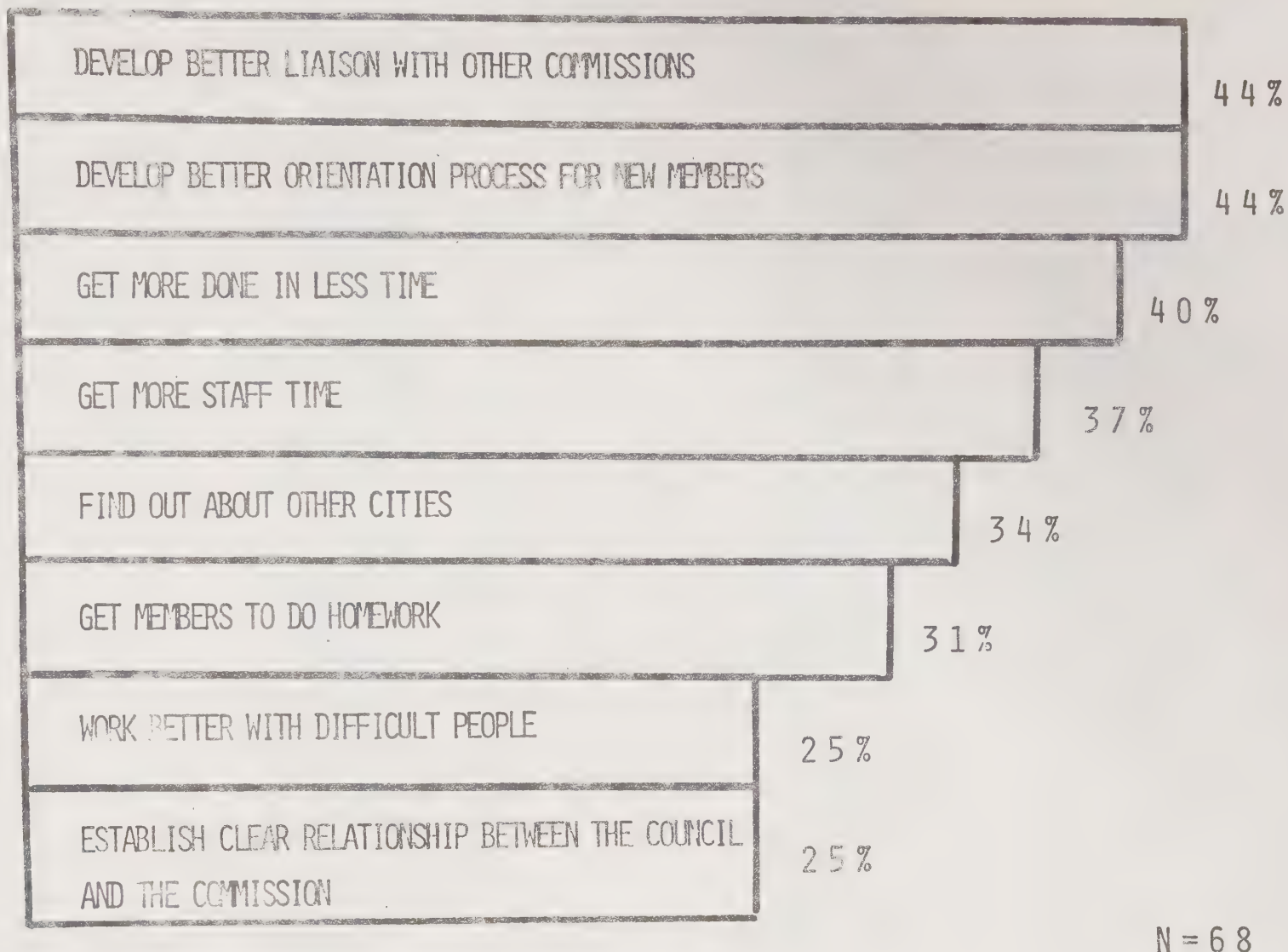


figure 3: SUGGESTED CHANGES / COMMISSIONERS

(FROM A LIST OF THIRTY-EIGHT POSSIBLE SELECTIONS)

PART IV: SPECIFIC ASPECTS OF COMMISSION ACTIVITY: PROBLEMS AND SUGGESTIONS

Commissioners were asked to comment on specific aspects of their group experience. (Parenthesized figures at end of each item indicate location of item in questionnaire))

COORDINATION WITH OTHER COMMISSIONS

Forty-nine percent (49%/33) of respondents indicated they encounter difficulty exchanging information and concerns with commissions whose responsibilities overlap with their own. (P4/Q15).

In addition, 22% have difficulty determining whether a particular issue falls within the purview of their group. (P4/Q2).

Only 34% (23) indicated they have worked together with members of other boards and commissions. (P4/Q17).

However, while 52% (36) of the commissioners think there is overlap in the activities of some commissions, only 16% (11) avored consolidation of certain commissions. (P4/Q16).

A majority of commissioners (59%) liked the idea of informal gatherings at City Hall for members from related commissions to meet with each other and staff. (P5/Q7).

Several suggestions for commission's coordination were offered by staff. These suggestions are outlined in the staff findings section.

STAFF ASSISTANCE

Most commissioners expressed satisfaction with the quality of staff support they receive. (P5/Qs9,10). Over two-thirds of the respondents felt staff are responsive at meetings, punctual in submission of requested reports, available for consultation, and effective in transmitting ideas.

Approximately one quarter of the commissioners responded they are not provided with enough technical information nor that enough appropriate research is conducted. (P5/Q4).

In addition to the areas of staff support listed in the questionnaire, a number of commissioners noted the general shortage of staff available to assist their group. They interpreted staff's lack of innovation and interaction with other departments on commission business as the cost of a staff shortage. A few commissioners are unclear about the amount of staff actually available and requested clarification.

STRUCTURE AND PROCESS

Seventy-one percent (71%/48) of commissioners favor a general orientation process be developed for all board and commission members. The commissioners offered the following suggestions for board and commission orientation. The suggestions are grouped into four types of activities:

1. General Group Orientation for New Members

Commissioners suggested a formal training sequence for all new appointees. The training would include an explanation of the structure of city government and the budget process, a review of the commissioner's handbook, a discussion of the roles of various commissions, an outline of the current issues and goals of the city, and exercises in "active listening" techniques and working in groups.

2. Commission - Specific Orientations

Many commissioners suggested that each commission provide its own orientation for new members. Prior to the first meeting, the new appointee would meet with the staff liaison and the commission chairperson. They would discuss (1) how the commission fits into city operations, (2) the limits of the commission's power, (3) the commission's history and accomplishments, (4) a "who's-who" of political and technical people involved in commission-related business, (5) an inventory of state and federal laws significantly affecting, (6) current issues facing the commission.

In addition, the new appointee would be taken on site visits to commission related programs or agencies.

Commissioners also suggested intermittent gatherings or retreats for area-related commissions (e.g., Planning, Waterfront, Energy, Parks and Recreation, Transportation) to discuss common issues.

3. Annual Workshop For All Commissioners

An annual workshop for all commissioners might include presentations by both the Mayor's and Manager's staff on city goals for the next year, and on budget constraints within which the city must plan for and provide services.

The workshop would also include a problem solving exercise to help commissions brush up on group process skills.

4. Ongoing Effectiveness Training Workshops

Seventy percent (70%/47) of the commissioners recommended that the city sponsor workshops on "How to be a More Effective Board or Commission Member." (PV/Q6). Throughout the year, the city would conduct skills-training workshops to increase commission effectiveness. Commissioners suggested that the workshops cover such topics as goals clarification, problem solving, proposal writing, "active listening", and resolving conflicts.

COORDINATION WITH COUNCIL

A high percentage of respondents appear to want more dialogue with the City Council. Forty-four percent (44%/30) favored additional input from Council during the process of developing reports and recommendations. While two-thirds (66%/45) of respondents felt the Council provides their group with enough direction, 44% felt the City Council does not provide their group with enough feedback.

Asked how staff can help solve this problem, a number of commissioners recommended that staff report back to them on City Council discussion of board items, especially when Council reverses a board decision. Commissioners also recommended that the City Manager remind Council to provide their appointees with direction and feedback, perhaps by having Council aides conduct monthly meetings with appointees or delegating a Council liaison to each commission. Thirty-eight percent (38%/26) respondents thought it necessary to have a Council liaison attend meetings of their group. A few commissioners suggested that staff and Council cooperate more closely.

Thirty-two percent (32%/22) of respondents indicated their group does not get enough recognition from Council. One commissioner wrote "No one seems to get enough recognition for their hard work."

Unfilled vacancies are considered a major problem by many commissioners. On a nine member board, a long-standing vacancy often results in time-consuming 4-4 voting deadlocks. Sixty-eight percent (68%/46) of respondents favored new procedures to fill vacancies on boards and commissions more quickly. Commissioners offered a number of ideas:

1. Council would be notified automatically when a vacancy occurs, and a list of all vacancies would be read at intermittent Council meetings.
2. The City Manager would remind councilmembers of their responsibility to appoint and request that they state when they do not intend, or are having difficulty, making an appointment.
3. Require appointment within a specified period, e.g. 30, 60 or 90 days.
4. Finally, the minutes of each commission having a vacancy would end with a notice of the vacancy and the name of the councilperson with appointment authority.

While commissioners generally agree that appointments should be made quickly, their suggestions indicate they may not be aware of all the reasons contributing to this problem. For example, rapid appointments are often difficult because councilmembers are looking for qualified individuals who fulfill affirmative action considerations. The responses do indicate, however, that commissioners believe additional measures are required to address this problem situation, whatever its cause.

COMMISSION COMPOSITION

Forty-one percent (41%/28) of commissioners perceived their groups as being unrepresentative of Berkeley's population. The population most often mentioned as underrepresented are low-income residents and Third World people, primarily Blacks and Hispanics. This perception is not consistent with the demographic breakdown of Boards and Commissions as compared to 1970 census data.

According to a recent City Manager report (1-19-81 to City Council), 23.5% of all commission appointees are Black as compared to the 1970 Black population percentage of 25%. Both Asian and Hispanic residents of Berkeley are underrepresented to a greater degree. Five percent of all board members are Asian as contrasted with 7.5% of the entire Berkeley population. Hispanics make up 6.8% of the City population according to 1970 census data while comprising 3% of all commission appointments.

FINDINGS: STAFF QUESTIONNAIRE

Twenty (20) commission staff liaisons completed and returned questionnaires. The findings of the staff questionnaire are divided into four parts:

Part I summarizes staff responses to open-ended questions about their commissions. Staff were also asked to describe the positive and negative aspects of their work with commissions using single adjectives.

Part II presents staff perceptions of the most troublesome situations for their group and of the changes needed for the group to function more effectively. A table summary of staff's relationship with their commission is provided in this part of the report.

Part III explores specific aspects of the commission experience--e.g., co-operation between commissions and communication with Council--and suggests activities which would be helpful to improve dialogue between related boards, staff and Council. Staff's estimation of their commission's productivity and decisiveness is presented in this section of the report.

Part IV presents a list of skills associated with being a commission liaison which staff have indicated an interest in improving. The skills most often selected by staff are presented in table form.

PART I: ON BEING A COMMISSION STAFF PERSON

Staff liaisons were asked to suggest three (3) adjectives to describe positive aspects and the negative aspects of 1) the commission they staff and 2) their own work with the commission.

Staff Description of Commissioners

Staff describe commissioners as "honest" and "sincere," and "committed" to performing a service to the community.

Commissioners are considered by staff to be "active" and "enthusiastic" participants, quite knowledgeable" about the issues and problems within the domain of the group's charge. Commissioners are also described as "helpful" and "supportive" of other members in performing their duties.

Staff also described their commissioners as disorganized and undirected debating clubs which wander around an issue embroiling itself in "nit-picking" "arguments" over minor "details." Commissioners are often described as being "myopic" in their perspective, "politically polarized" and "unreasonable" and "indecisive" to the point of "frustrating" distraction.

Staff Descriptions of Their Own Work

Many liaisons described their work as "unique" and "varied" experiences which are both "meaningful" and "rewarding." The benefits of the experience for many lay in "educational" value and in the "challenge" of getting things accomplished. Staff describe themselves as "supportive" and helpful" by being "attentive," "resourceful" and "dependable."

At the same time, many staff describe their work with commissions as "boring" and "tedious." The "frivolity" and "disorderliness" of their groups often engenders "frustration" and "demoralization." They describe their reactive behavior as "rigid," "impatient" and "defensive." With commission work "consuming" much of their time, some staff feel "overextended" and "under-productive."

Staff liaisons were asked what they liked most about working with their commission. Many staff appreciated the hard work and dedication commissioners invest in promoting the welfare of the community and to bring the concerns of Berkeley residents to the attention of the bureaucracy. Some staff were gratified by the support they receive from their commissions in making recommendations to the City Council.

Staff also mentioned the value of the commission as a forum for exchanging ideas about needs and services. They noted a sense of accomplishment and mutual respect by sharing in the progress of City programs.

Staff was asked what they disliked most about working with their commission.

Staff expressed dislike for the tendency of commissioners to involve themselves in administrative details and to force staff to prepare reports that are either undeeded or ignored and downgraded, despite their quality. Preparing for a meeting only to have it postponed for lack of a quorum is another annoyance. Longstanding commission vacancies also add to the difficulty of discharging commission duties. Staff members also express displeasure with the City Council when it ignores their commissions.

Staff liaisons were asked for their first recommendation if they were to be City Manager.

As City Manager, a few would request the City Council to make timely and appropriate board and commission appointments. Staff also would "Combine and reduce the number of commissions." Other staff would institute regular meetings and workshops to orient, coordinate and train commissioners. As City Manager, one recommended establishing a stenographic secretary pool for use by several commissions; another would abolish the commission system altogether, replacing it with ad hoc blue-ribbon committees.

PART II: Staff Perceptions of the Most Troublesome Situations and the Changes Needed.

Staff liaisons were given a list of twelve problem situations and asked which situations are the most troublesome for their group. No one situation appeared to be most troublesome for a majority of staff respondents although difficulty covering agenda items, lack of communication with Council and uncertainty about the limits of its authority were problems indicated by six (30%) or more staff members.

Staff was also given a list of nine possible changes that could be effected to help their groups function more effectively. They were asked to indicate which changes in group behavior would be of most benefit to their group. The change most often indicated was "clarifying the roles and commitments of group members, (9/45%). Eight staff members suggested that their group needed to get more done in less time.

Figure 4 lists the responses most often indicated by staff concerning problem situations and changes needed in group behavior.

Figure 5 summarizes the positive and negative aspects of staff relations with the groups they support. For the complete set of responses, consult Part III of the Staff Questionnaire (Appendix H-2).

figure4: Staff Perceptions of Problems & Solutions

TROUBLESOME SITUATIONS	NUMBER OF STAFF ENCOUNTERING PROBLEM
COMMISSION HAS DIFFICULTY COVERING AGENDA ITEMS	7 (35%)
COMMISSIONERS ARE UNAWARE OF RELEVANT ACTIVITY OCCURRING ELSEWHERE	6 (30%)
COMMISSIONERS HAVE DIFFICULTY INTERPRETING THEIR MANDATE	6 (30%)
COMMISSION LACKS ASSISTANCE/RECOGNITION FROM CITY COUNCIL	6 (30%)
COMMISSIONERS DO NOT AGREE ON GOALS	5 (25%)
CHANGES NEEDED TO REDUCE PROBLEM SITUATIONS	
COMMISSION NEEDS TO CLARIFY ROLES AND COMMITMENTS OF MEMBERS	9 (45%)
GROUP NEEDS TO GET MORE DONE IN LESS TIME	8 (40%)
COMMISSION NEEDS TO CLARIFY ITS GOALS	6 (30%)
WORKING RELATIONSHIP BETWEEN COMMISSION AND CITY COUNCIL NEEDS TO BE ESTABLISHED, COORDINATION WITH OTHER COMMISSIONS.	6 (30%)
DISTRIBUTE WORK LOAD AMONG MEMBERS MORE EQUITABLY	6 (30%)

N = 20

figure 5: Staff Relations with Commission

POSITIVE ASPECTS	STAFF RESPONSE*		
	YES	NO	N/A
COMMISSION RESPECTS YOUR VIEWS ON PROFESSIONAL MATTERS	18 (90%)	2 (10%)	0
YOU RECEIVE ENOUGH DIRECTION FROM COMMISSION	15 (75%)	1 (5%)	4 (20%)
RECEIVE FAIR RECOGNITION FROM YOUR COMMISSION	17 (85%)	3 (15%)	0
NEGATIVE ASPECTS			
COMMISSIONERS EXPECT YOU TO BE AVAILABLE REGARDLESS OF YOUR OTHER COMMITMENTS	19 (95%)	1 (5%)	0
COMMISSIONERS INVOLVE THEMSELVES IN MATTERS YOU FEEL ARE YOUR BUSINESS	10 (50%)	10 (50%)	0
COMMISSION MAKES UNREASONABLE DEMANDS ON YOU	8 (40%)	11 (55%)	1 (5%)
COMMISSIONERS BYPASS YOU AND GO DIRECTLY TO OTHER STAFF FOR ASSISTANCE	8 (40%)	12 (60%)	0
COMMISSIONERS ARE OVERLY CRITICAL OF YOUR WORK	7 (35%)	12 (60%)	1 (5%)
			N = 20
* RESPONSE CATEGORIES IN QUESTIONNAIRE HAVE BEEN COMBINED: YES= USUALLY AND SOMETIMES ; NO= ALMOST NEVER AND NEVER			

PART III: Specific Aspects of Commission Activity, Problems and Suggestions

Staff liaisons were asked to respond to questions dealing with commission procedures and their groups' relationship with Council and other commissions.

Communication with Other Commissions

- Sixteen (16/80%) are aware of the functions and activities of other boards and commissioners in the City. (P4/Q1)
- Ten (10/50%) indicated their commission did not have adequate communication with area-related commissions. (P4/Q2)

Staff proposed the following suggestions to improve communication between commissions:

1. convene joint meetings between area-related commissions.
 2. exchange agendas and minutes.
 3. appoint liaison commissioners to other area-related commissions.
 4. establish joint subcommittees.
 5. schedule regular meetings between chairpersons and staff liaisons of area-related commissions.
- Eighteen (18/90%) of staff liaisons thought it would be helpful if the chairperson of each board and commission met with the primary staff liaison on a regular basis to plan commission activities and agenda items. (P4/Q4a)
 - Fourteen (14/70%) of them should meet regularly with staff liaisons from area-related commissions to exchange relevant information pertaining to commission business.
 - Seventeen (17/85%) answered "yes" to having the City Manager institute regular, informal gatherings for members and staff of area-related commissions to get acquainted and share information and concerns. (P4/Q4c)

Staff Assistance

- Nine (9/45%) of staff liaisons feel they do not have enough time to give sufficient attention to commission duties. (P4 /Q6) Asked about what changes are needed to provide the necessary time, staff offered the following suggestions:
 1. increase staff/budget.
 2. reassign responsibilities for other functions.
 3. provide staff person from outside department to work specifically with the commission.

Asked if they resent time spent beyond regular working hours on commission related activities, five (5/25%) of staff respondents indicated they sometimes or usually resent putting in extra time.

- Eight (8/40%) liaisons indicated that more functions could be handled by commissions that are presently performed by staff. (P4/Q7) These include:

1. preparing agendas/drafting current calendar items.
2. contacting members about meetings/assuring attendance.
3. taking minutes/writing motions.
4. performing basic research.
5. developing policy recommendations.
6. preparing correspondence.

One liaison commented that she/he felt the bulk of committee work could be done by commissioners, especially drafting position papers.

Commission Effectiveness

	<u>USUALLY</u>	<u>SOMETIMES</u>	<u>ALMOST NEVER</u>	<u>NEVER</u>
DOES THE COMMISSION STIMULATE THE CITY TO IMPROVE POLICIES?	7 (35%)	12 (60%)	1 (5%)	0
DOES THE COMMISSION STIMULATE IM- PROVEMENTS IN SERVICES YOUR DE- PARTMENT PROVIDES THE PUBLIC?	4 (20%)	12 (60%)	3 (15%)	1 (5%)
N = 20				

According to ninety-five percent (95%/19) of staff liaisons, their commission usually or sometimes stimulates the City to improve policies. They also overwhelmingly, eighty percent (80%), indicate that their commission usually or sometimes stimulates improvements in department services.

At the same time, staff liaisons estimate that an average of fifty-nine percent (59%) of all commission meeting time leads to "postponement of action," "referral to staff" or "no decision." However, when asked to give an opinion on what percentage of commission meeting time is non-productive, only six liaisons (6/30%) felt that over fifty percent (50%) of meeting time is non-productive. (P5/Q3)

Commenting on the reasons for non-productive meeting time, staff noted too much time spent explaining positions, or debating obscure points based on opinion rather than fact.

One liaison indicated that commissioners are not prepared for meetings. Another mentioned that discussion of unrealistic goals prevent productive activity. One staff member felt the City Council refers "dumb" questions to the commissions.

- In addition, fourteen (14/75%) of staff liaisons felt commissions sometimes concern themselves with trivial matters. (P3/Q7)
- Seven (7/35%) felt commissioners tend to generate work for themselves based on far fetched ideas. (P3/Q10)
- Significantly however, ninety-five percent (95%/19) liaisons believed their commission does stimulate the City to improve policies.

Minutes and Agendas

Despite the 1979 directive from the City Manager that sets action minutes as the standard, only two (2/12%) of those staff liaisons who prepare minutes (17), take action minutes only, while fifteen (15/88%) include discussion summaries. (P4/Q8)

The median preparation time for minutes was 3.5 hours. Four respondents indicated it takes (7) or more hours to prepare the minutes of their meetings.

- Eleven (11/55%) liaisons indicated that meeting packets are delivered to commissioners by mail, two (2/10%) by hand and seven (7/35%) use both methods.

Special meetings was the reason most often given for delivering packets by hand, delivery taking an average of 1.6 hours. (P5/Q1)

PART IV: SKILLS TRAINING

Staff liaisons were asked to indicate which skills they would like to improve in order to increase their effectiveness (P6). Figure outlines the most often indicated skills:

SKILL	STAFF RESPONSE
HOW TO MANAGE CONFLICT	9 (45%)
HOW TO USE PARLIAMENTARY PROCEDURE	8 (40%)
HOW TO WORK WITH DIFFICULT PEOPLE	7 (35%)
HOW TO EVALUATE A MEETING'S EFFECTIVENESS	7 (35%)
HOW TO RUN PUBLIC MEETINGS	6 (30%)
HOW TO MAKE BETTER PUBLIC PRESENTATIONS	5 (25%)
	N = 20

While just over 50% (35/68) of the respondents to the commissioners questionnaire had attended workshops related to their commission work, only three (3) staff liaisons indicated that members of their commissions had attended classes, workshops, or conferences paid for by the commission.

Staff and commissioner responses suggest that both groups would respond favorably to city-initiated effectiveness-training workshops.

EVALUATION OF QUESTIONNAIRE

At the conclusion of each questionnaire, commissioners and staff liaisons were asked to rate the effectiveness of the questionnaire in addressing the major issues and problems concerning their group. The following table presents their responses:

THE QUESTIONNAIRE WAS:	VERY EFFECTIVE	SOMEWHAT EFFECTIVE	NOT EFFECTIVE	NO ANSWER
COMMISSIONERS	18% (12)	60% (41)	16% (11)	6% (4)
STAFF	15% (3)	70% (14)	10% (2)	5% (1)

Some commissioners and staff made additional comments. Both staff and commissioners expressed a hope that the report would help increase and retain commission membership and motivate the City Council to consult their appointees on basic policy questions.

CONCLUSIONS

What do we learn about Berkeley's formal citizen participation process by looking at the board and commission experience from two distinct perspectives?

In assessing the commission system's greatest strengths and weaknesses, staff and commissioners' views appear to be mutually reinforcing. Both groups feel that commissions help improve the quality of service the City of Berkeley provides its residents. Staff and commissioners enjoy working with their groups and find the experience educational and stimulating. At the same time, they identify similar problems which inhibit timely consideration of public policy and limit commission effectiveness in promoting and influencing Council action. As a result, the large investment of volunteer and staff time--translating monetarily into thousands of taxpayer dollars--provides only a part of the potential benefits.

Both staff and commissioners indicate they don't have enough time to gather and analyze the information required to make solid recommendations and decisions. Staff would like to provide additional support to commissions, but they are constrained by other work responsibilities. Commissioners want to make informed decisions, but often feel they don't have, or are uncertain about, the kinds of information they would like.

There are underlying problems facing commissions which foster an underutilization and shortage of information. Over the last several years, the City's shrinking revenue base has forced departments to concentrate their resources on providing mandatory services and limiting staff participation in commission activities entailing exploratory research and proposal development. Added to the background of fiscal scarcity is the difficulty some commissions have in defining priorities and setting objectives. Both problems complicate the task of directing staff to the most useful assignments.

One step toward resolving this uncertainty is for departments to clarify the amount of staff time available for commission support.

According to a recent survey by the City Manager's Office on the "Distribution of Staff Support Time for Boards and Commissions" (October, 1980), each commission uses an average of one-hundred (100) hours per month of staff time. The following breakdown presents the relative distribution of staff time for various activities:

MINUTES	RESEARCH ^a	MEETINGS ^b	ADMINISTRATION ^c	OTHER ^d	TOTAL
8%	25%	21%	25%	21%	100%
<p>a. Preparation of special reports and responses to requests for information.</p> <p>b. Commission, subcommittee, staff, other related commission meetings.</p> <p>c. Preparation of agenda packet and correspondence.</p> <p>d. Assistance to individual commissioners, internal communications and program management.</p>					

Commissions could help to determine how staff time should be used in the future.

Pressure facing city departments to provide continuous levels of service with reduced budgets should be acknowledged when commissioners draw up their package of necessary support functions. The fiscal crunch should also prompt both staff and commissioners to develop clearer ideas about what they should be doing, who should be doing it, and what can actually be accomplished.

The report findings indicate that staff and commissioners favor increased coordination between commissions. For example, joint meetings between representatives of fund allocation commissions (HRWC, CAP Board, and CELA) and city staff, in progress since mid-1980, have begun to clarify distinction between, and priorities of, each group. As a result, the community agency funding process for 1981 will be more coordinated, potentially reducing the uncertainty caused by federal and state revenue reductions.

Coordination of other commissions which address common areas of concern (e.g., land use, health, Public Works) might achieve similar successes and preempt some of the problems---e.g., redundancy and misunderstanding---that often erupt between commissions. Staff and commissioners also suggest that their work would yield better results if more attention were placed on the clarification and communication of the City's overall goals. Commissioners would like to increase contact with City Council members. It may also be possible for commissioners to supplement the information and analysis that staff provides. By sending their appointees on fact finding and policy analysis, Council would also reduce its dependency on City staff to generate information and recommendations.

Berkeley's commissioners, like its population, are a diverse group. Their similarity lays in the significance they attach to their personal contributions, the importance of their ideas, and the irreplaceable role they believe citizens have in the decision-making process. In the words of one commissioner, boards and commissions provide the opportunity to practice "citizenship as in the days of ancient Greece."

The recommendations presented in the final section of this report stress better inter-group communication, clarified roles and responsibilities, and improved group process skills. Implemented together, they will enable commissions to address long-standing problems and increase their effectiveness in accomplishing assigned or self-initiated tasks.

RECOMMENDATIONS

The following recommendations aim to improve staff support for Berkeley's boards and commissions, stimulate discussion of the participatory decision-making process, and provide a foundation for individual groups to explore alternatives to their current practice.

RECOMMENDATION

IMPLEMENTOR(S)

COORDINATION BETWEEN COMMISSIONS/Objective: to facilitate communication between interdependent groups and individuals.

- | | |
|--|------------------------------|
| 1. Identify the major categories of commission responsibility (e.g., Land Use, Health, Public Works) and assign each commission to one or more categories. | City Manager |
| 2. Advise staff liaisons and chairpersons from commissions in each category to meet on a regular basis. | City Manager |
| 3. Arrange periodic meetings between commissions in each category to exchange information and clarify goals for the coming period. | Commission
Chairpersons |
| 4. Institute monthly social hour at City Hall for members of area-related commissions, city staff, and Councilmembers to become acquainted and share information. (e.g., Public Works followed the next month by Land Use) | City Manager
City Council |

TRAINING/Objective: develop goals clarification, problem solving and other group process skills.

- | | |
|--|--------------|
| 5. Institute ongoing series of effectiveness training workshops for staff and commissioners. (Invite community agency personnel to participate as component of technical assistance package.) ₄ | City Manager |
|--|--------------|

ORIENTATION/Objective: to prepare commissioners for their responsibilities as public representatives.

- | | |
|---|--------------|
| 6. Schedule periodic General Orientation sessions for new commission members containing overview of the structure of city government, commission rules and procedures, mandates of various public bodies. | City Manager |
|---|--------------|

ORIENTATION (Continued)

- | | |
|---|---|
| 7. Institute Annual Report Workshop for commissioners to discuss with the Mayor and City Manager the City's goals and fiscal outlook for the coming year. This activity would supplement department budget review meetings already occurring. | City Manager
Mayor |
| 8. Advise staff liaisons and commission chairpersons to institute standard orientation sessions for each new member to review the commissions functions and protocols. | City Manager
City Council |
| - provide each staff liaison a list of recommended subjects to be covered. | City Manager |
|
<u>PROTOCOL FOR STAFF LIAISONS</u> /Objective: to specify and coordinate support for commission activities. | |
| 9. Advise staff liaisons from area-related boards and commissions to exchange oral status reports. | City Manager |
| 10. Develop standard set of responsibilities for staff liaisons of: | |
| a. all commissions | City Manager |
| b. specific commissions | Commission Secretary
Commission Chairperson |
| 11. Negotiate agreement between commission and city department with administrative responsibility concerning the amount and type of staff support for commission activity. | Department Head
Commission Secretary
Commission Chairperson |
| 12. Advise staff liaisons and commission chairperson to specify details of staff support agreement in annual commission work plan. Staff activities can thereby reflect commission objectives. | City Manager |

IMPLEMENTATION TIMETABLE: 1981

RECOMMENDATION

MARCH APRIL MAY JUNE JULY AUGUST SEPT. OCT. NOV. DEC.

COORDINATION BETWEEN COMMISSIONS

(1)

(2)

(3)

(4)

TRAINING

(5)

ORIENTATION

(6)

(7)

(8)

PROTOCOL FOR STAFF LIAISONS

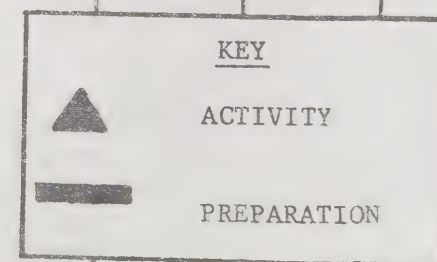
(9)

(10A)

(10B)

(11)

(12)



FOOTNOTES

- 1 Certain methodological choices made in developing and administering the questionnaire should be considered in judging the significance of the report findings: (a) the respondents for both the staff and commissioner questionnaires were self-selecting rather than randomly chosen. Random selection of a population sample generates responses relatively representative of the population being studied. Responses generated through a self-selecting process reflect the attitudes of those individuals willing and able to understand, complete and return the questionnaire. Respondents may be more highly motivated than non-respondents or they may believe their input will yield some positive result. Non-respondents may think the questionnaire will be too time-consuming to complete or of little relevance to their lives. They may find the instructions too complicated to understand. These characterizations of the differences between questionnaire respondents and non-respondents are speculative, and the reader is obliged to assess for herself the possible variations in attitudes between the self-selecting respondents and their non-responding peers; (b) staff questionnaires were returned anonymously and, therefore, the distribution of responses across commissions cannot be determined. As a result, the findings are not broken down by commission area--eg. land use or human service related--or by departments staffing, eg. OHS staffs CETA, CAP Board, HRWC, etc..
- 2 The lists from which respondents selected problem situations and desired changes were generated by board and commission members from a number of Bay Area cities at a "Commissioner Effectiveness Workshop" sponsored by the University Extension Service, University of California, Berkeley, July, 1980.
- 3 If a councilmember has not made the appointment by a specified deadline, the following options were suggested:
 - a) the Mayor would appoint a replacement
 - b) any member of the Council could recommend an appointment, subject to the approval of a majority of Council
 - c) the commission having the vacancy recommends candidate to Council and requests action on recommendation..
 - d) the commission having the vacancy selects a replacement
 - e) a standing Council subcommittee is empowered to search for and recommend a qualified candidate whose appointment would be automatic (on the Consent Calendar of Council). Objections to the appointment by other Councilmembers would prompt Council consideration and a majority vote of approval.
- 4 The Office of Human Services currently monitors contra compliance of community-based organizations funded by or through the City of Berkeley and provides CBOs technical assistance regarding program budgeting. CBOs are considered an integral component of the service package funded by City-generated revenues. The effectiveness training workshops for commissioners and staff provide the city with another opportunity to assist CBOs in maintaining quality services.

APPENDICES

APPENDIX A : DISTRIBUTION OF RETURNED QUESTIONNAIRES BY COMMISSION

<u>COMMISSION</u>	<u>NUMBER OF QUESTIONNAIRES RETURNED</u>
Mental Health Advisory Board	4
Solid Waste Management Commission	4
Citizens Humane Commission	3
Transportation Commission	4
Board of Adjustments	5
Waterfront Advisory Board	2
Energy Conservation and Alternative Energy Development Commission	1
Commission on Aging	7
Youth Commission	2
Police Review Commission	2
Planning Commission	2
Citizens Budget Review Committee	3
Personnel Board	1
Landmarks Preservation Commission	2
Citizens Committee on Responsible Investments	1
Board of Library Trustees	1
Parks and Recreation Commission	4
Commission on Employment and Training	4
Civic Arts Commission	2
Community Action Agency Administering Board	1
Rent Stabilization Board	1
Housing Advisory and Appeals Board	1
Refuse to Answer	3
Child Health and Disability Prevention	2
Community Health Advisory Committee	1
Citizens Committee on Underground Utilities	2
Fair Campaign Practices Commission	1
Human Relations and Welfare Commission	1
Project Area Committee	1

TOTAL

6



Subject

BOARDS, COMMISSIONS AND COMMITTEES

To the

HONORABLE MAYOR AND MEMBERS OF THE CITY COUNCIL

At its meeting of April 14, 1970, the City Council received a communication from the League of Women Voters recommending changes to improve the effectiveness of Berkeley's Boards, Commissions and Committees. A special study session was held on November 9, 1970 to discuss the matter, at which time four of the recommendations were referred to this office for review and comment. The four recommendations are:

1. More widespread publicity
2. Centralized secretarial staffing
3. More uniformity in rules
4. Improved orientation of members.

Responses to these recommendations have been received from several Boards, Commissions, Committees and City departments and have been incorporated in this report.

1. More Widespread Publicity

With one exception, the responses received underscored the necessity for continuous and expanded publicity regarding the functions, composition, action and meeting times of Boards, Commissions and Committees. There is an expressed need for an increased flow of information among the various Boards, Commissions and Committees as well as from these groups to the general public.

In order to meet these needs, several actions will be taken. The staff of each Board, Commission and Committee will be requested to prepare a brief summary statement on the subject matters discussed and actions taken at each of their meetings to be transmitted to the City Clerk. These summaries will be distributed with the Council Agendas from the City Clerk's Office, insuring that Council members, top-level City staff, all members of Boards, Commissions and Committees, local civic organizations and newspapers, as well as any interested Berkeley resident or organization who requests to be added on the agenda mailing list will receive such summaries.

In addition it will be requested that the City Clerk receive copies of meeting agendas, cancellation notices and other pertinent information in order that the Clerk's office may maintain a complete record and accurate reference of the activities of all Boards, Commissions and Committees.

These recommendations are designed to respond to several of the concerns expressed by the League. By funneling all agendas and summaries through the City Clerk's Office on a systematic basis, we will have a central depository

Boards, Commissions and Committees

of information and an overview of the status and activities of each group. Additionally, the general public awareness, as well as the awareness and communication among the Boards, Commissions and Committees, should be greatly enhanced. Copies of the regular minutes of the meetings held by Boards, Commissions and Committees would be prepared and distributed by the Secretaries of the individual Boards, Commissions and Committees as is now being done. In addition, copies of the minutes will be on file in the City Clerk's office for reference purposes.

To further publicize the City's Boards, Commissions and Committees, the City Clerk will be requested to distribute a current listing of vacancies on such Boards, Commissions and Committees in the regular City Council agenda mailings, and to provide for its display through public media and posting in public places. This will encourage more widespread interest in participating and, thus, provide the Council with a broader spectrum of interested and qualified persons from which to make selections. The Berkeley Daily Gazette has agreed to assist us in informing the public, by publishing a listing (at least twice weekly) of the meetings of the various Boards, Commissions and Committees and when and where they meet. In addition, future issues of the annual City of Berkeley publication listing members of Boards, Commissions and Committees will be expanded to include a brief description of the functions and responsibilities of each group. This publication, when up-dated, will also be included in a Council Agenda mailing and will be displayed in prominent public places including the libraries.

2. Centralized Secretarial Staffing

The central depository of copies of minutes and distribution of summaries and agendas by the City Clerk's Office should, at least in part, alleviate the concerns expressed by the League in its second recommendation. Any further centralization was unanimously opposed in the responses received from the various groups.

The secretarial function is considered to be an on-going responsibility which requires in-depth knowledge of the subject matter, as well as executive-level pre-planning and follow-up activities. The technical and administrative expertise of the departmental representatives is considered to be an essential element of the secretarial function. Thus, the addition of a clerical pool would not obviate the need for departmental participation, but merely increase staffing requirements unnecessarily.

3. More Uniformity in Rules

With only one exception, the Boards, Commissions and Committees, as well as department heads, endorsed this recommendation. It is felt that increased standardization of attendance and basic procedural rules would be an asset not only to the public, but also to the members of each group. Steps will be taken to standardize attendance and procedural rules.

for the various Boards, Commissions and Committees and the necessary amendments to the resolutions will be prepared for your approval.

Such standardization is in no way intended to limit the independence and operating flexibility of these groups, but rather to reduce public confusion, enhance the orderliness and efficiency of many of our public meetings, and ensure that attendance and retention regulations are geared toward manning these groups with interested, active members.

4. Improved Orientation of Members

Each Board, Commission, Committee and Department Head endorsed this recommendation. Most already provide orientation for new members and several have initiated additional efforts as a result of the League's recommendation.

To ensure adequate and consistent orientation for all new members, department heads will be requested to include the following points: a) a list of standard material to be included in kits for all new members; b) a guideline for providing material relevant to the particular function of each group; c) encouragement of informal orientation by a staff or committee member, where this is not currently being done; and d) notification of the availability of a staff person from the City Manager's Office to provide new members with an overall orientation to Berkeley City Government.

William C. Hanley
City Manager

CITY OF BERKELEY

APPENDIX B (CONT.)

Memorandum

DATE: May 4, 1978

RECEIVED

TO: Elijah B. Rogers, City Manager

MAY 4 1978

FROM: Edythe Campbell, City Clerk

CITY MANAGER'S OFFICE

SUBJECT: BOARD AND COMMISSION ACTIVITY PUBLICATION

The Council Subcommittee on Boards, Commissions and Committees reminded me that in April of 1971, the City Council approved a scheme to distribute a single report which would summarize activities of Berkeley's Boards, Commissions and Committees. A copy of that 1971 report is attached for your review.

I now have no recollection of any reason why this scheme was not implemented and can only speculate that the April 6, 1971 election was so overpowering that this decision was lost in the many more important subjects under consideration at the time.

The Subcommittee seemed to feel that I should initiate this service even though it is seven years late. If you agree with this Subcommittee position, I would recommend the service be implemented in the following manner:

A standardized format be developed similar to the attached sample. This summary would be distributed to the City Council agenda list once a month, perhaps with a Council agenda to save postage. Each Board or Commission would be asked to submit to the City Clerk on the first of each month a paragraph describing its activities, designed to fit into the space allocated. In this way, we would cut and paste and would prepare the publication without having to retype any material.

This does, of course, have cost implications, but if the format is along the lines I have suggested, our time involvement would be modest. Boards and Commissions would have to understand that if they forgot or were late in sending in their material, the space would show a notation to the effect that "the Secretary of this Commission did not submit a summary this month".

I can see that this would be a useful tool to provide an overview of Board and Commission activities. The tool could be quite easily by the various Boards and Commissions to spot overlap activities or potential conflict in activities.

If you believe this service should be initiated, I will develop a more thorough form and set of instructions to departments for your signature.

EDYTHE CAMPBELL

EC/pah
Attachments

APPENDIX C

Summary of Recommendations 701 Management Study, 1974 First Year Completion Report Volume 6 - Citizen Participation

Background

In the early 1970's the City of Berkeley was awarded a Housing and Urban Development (HUD) Planning Assistance Grant, part of which was used to perform a comprehensive review of financial management, department administrative procedures and organizational structure, grant development and citizen participation.

The section of the 701 Study dealing with Boards and Commissions was completed in 1974. The purpose of the report was:

- 1) To assist the Council to review the existing structure of boards and commissions to evaluate the most effective structure of maximizing community input into local decisions on program and policy; and
- 2) To provide the basis for developing recommendations concerning City-wide citizen participation structure, a necessary component of the community development process.

The information contained in the report was obtained through interviews with the City staff liaisons for each of the boards and commissions and through questionnaires distributed to board and commission members.

Assumptions and Recommendations of the 1974 Report

- 1) Coordination with the City Council - Boards and Commissions are effective only to the extent that they are given cooperation, direction and recognition by the City Council.
 - a) Standardize enabling legislation to provide for Council liaisons for all groups.
 - b) Insure that Councilmembers are free to attend their designated board and commission meetings.
 - c) Gain commitment from Councilmembers to attend designated meeting and to respond to commission reports and recommendations.
 - d) Revise enabling legislation to include council obligation to attend meetings.
- 2) Structure and Process - The extent to which boards and commissions can function effectively is dependent upon a clear definition of their functions, roles, responsibilities, and limitations in the enabling legislation.

APPENDIX C (CONT.)

- a) Review enabling legislation to provide more specific information as to duties and responsibilities of boards and commissions.
- b) Develop orientation procedures for new board and commission members.
- c) Revise rules regarding attendance and absenteeism to define the requirements more distinctly.
- d) Revise the rules of a quorum to be based on the percentage of positions filled at the time of the meeting.

3) Staff Assistance - Boards and Commissions are effective to the extent that they are provided with adequate technical assistance and clerical support from department staff.

- a) Reexamine the nature and extent of staff time required by and provided to boards and commissions, paying particular attention to departments which are responsible for more than one Board or Commission.

4) Composition of Board or Commission - It is essential that boards be composed of people who are active, interested, and have something to contribute. The chairperson should be an effective leader, and board members should be representative of the total community.

- a) Examine the composition of board and commissions taking into account age, income level, educational, and occupational background as well as race and sex, and consider balancing these factors when making appointments.
- b) Examine the substantive and technical needs of each board and commission, and consider these factors in appointing new members.
- c) Alternative selection procedures--including neighborhood elections--should be considered as supplemental to Council appointments.
- d) Establish procedures to fill vacancies on boards and commissions more quickly.

note: prepared during background material search for 1990 Commission Study

CITY OF BERKELEY

Memorandum

TO: JOHN L. TAYLOR, City Manager

FROM: LERN LIVELY, Special Assistant

SUBJECT: COST OF STAFF SERVICES TO BOARDS AND COMMISSIONS

DATE November 3, 1975

Summary:

The City Clerk's Office lists 31 boards and commissions officially in existence as of October 1, 1975. Four of these received no significant City support.

Estimated total cost of City support for FY 1975-76
for these 31 boards and commissions \$506,500

Estimated payroll cost for FY 1975-76 for these 31
boards and commissions \$445,200

Estimated non-payroll cost for FY 1975-76 for these
31 boards and commissions \$ 61,300

Background:

At the request of the City Council during its budget considerations, all City departments were asked to project payroll and non-payroll costs that will be incurred during this fiscal year by providing staff services to boards and commissions. These costs are ones that do not show up as line items in the budget, and hence this information has not previously been available. It must be emphasized that these figures are estimates.

Current Practices:

Attachment A breaks out payroll, non-payroll, and total staff support costs for each of the thirty-one boards and commissions officially in existence according to the City Clerk's record as of October 1, 1975. Attachment B provides the same breakdowns by department.

To determine payroll costs, the department first listed each board or commission with which it had any involvement. Next, the professional and non-professional employees in the department who work with the board or commission were listed. Then percentage of their time spent in providing support to the board or commission was estimated, and finally this percentage of time was multiplied by the person's annual salary to provide a payroll cost figure. These individual costs were then totaled.

Time spent last year working with the board or commission was the base figure when available and still pertinent. Overtime in the case of reimbursable employees who attend night or weekend meetings was included.

To determine non-payroll costs for each board or commission served, the departments estimated for this fiscal year the cost of preparing written documents (paper, printing, xeroxing), required mailings (addressing

CITY OF BERKELEY

APPENDIX D (CONT.)

Memorandum

TO

DATE

Page 2

FROM

SUBJECT:

COST OF STAFF SERVICES TO BOARDS AND COMMISSIONS

envelopes, postage), and other items such as maps, charts or graphs. Any miscellaneous items were also included.

The \$506,500 figure, if anything, is understated. Costs were not counted twice. The CETA projections, for example, did not include any non-payroll costs because CETA reports would be submitted to the City Council if they were not instead submitted to the CETA Commission. Payroll costs did not include staff time to prepare the reports for the same reason.

Costs chargeable to the City Manager's Office (except CETA) were not included as this office does not have direct staffing responsibilities to any one board or commission. However, by its very nature the City Manager's Office has frequent contact with the various boards and commissions and provides support as circumstances require. Actual time and dollar figures are difficult to estimate, but a conservative figure would be that staff support costs in the City Manager's Office would be at least one percent of its budget.

Also not included in this report is the cost of staff services to boards and commissions not formally established by the Council. These costs have not been measured, but are significant. Examples include, but are not limited to, the Municipal Loan Panel, Neighborhood Improvement Committee, the Mayor's Budget Committee, the City Manager's Food Vending Committee, the Child Care Committee, and the Interim Youth Task Force. New structures also will certainly be added - such as the Youth Commission. The demands placed upon City staff in supporting these and other committees are not minor.

The attached figures do not include the cost of supporting the many requests from private citizens, community groups, and others wanting information on City programs that is then returned to the Council via letters and other means of advocacy.

The City's adopted budget will contain four line items specifically chargeable to boards and commissions: \$2,500 in the City Manager's Office to be used as the account for paying stipends to qualified board members, \$71,341 for the Police Review Commission, \$500 for the Library as their board members are all paid \$5 per meeting, and \$10,000 (CDBG) for material, supplies, stipends, etc. for qualified board members of the Housing Advisory and Appeals Board.

Constraints:

Staff support to boards and commissions takes up 1.03% of the total City budget (\$506,500/\$52,400,000). This figure does not include the unavailable costs for the City Manager's Office for the City support provided to the other than officially established boards and commissions.

CITY OF BERKELEY



CITY MANAGER'S OFFICE
2134 GROVE STREET

BERKELEY, CALIFORNIA

(415) 644-6580

94704

November 9, 1976

To the Honorable Mayor and
Members of the City Council

Subject: RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS, COMMISSIONS
AND COMMITTEES

This report is the result of the Council's request for an evaluation of the League of Women Voters and A Dream for Berkeley's suggestions for improving the effectiveness of boards, commissions and committees. The following procedure was followed in an effort to secure input regarding these suggestions:

1. Direct input was requested from chairpersons or representatives of boards, commissions and committees. Three meetings were scheduled in the City Manager's Office during the month of June, 1976 and representatives of 52% of the boards, commissions and committees attended.
2. The results of the meetings with those persons indicated in #1 were summarized in a report dated July 9, 1976 (Exhibit A) and were distributed to the following:
 - a. Boards, commissions and committees.
 - b. League of Women Voters - Ylse Brieger.
 - c. A Dream for Berkeley - Carol Sibley.
 - d. City departments.

Comments and suggestions were solicited from each. A summary of each response is included as Exhibit B.

3. My analysis and recommendations based on the information obtained above may be summarized as follows:

With the creation of the three new boards, commission and committees, there are 34 official boards, commissions and committees as of November, 1976, including the Transportation Commission. In a report to the Council of November 11, 1975, it was conservatively estimated that the cost of support for these bodies was approximately \$300,000 through our

RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS,
COMMISSIONS AND COMMITTEES

Page 2

expenditure recording process does not provide a method for including all costs. It is estimated that costs for the boards, commissions and committees, including fringes and overhead for employees, will approximate \$1 million during FY 1976-77. It is also my opinion that the services provided to certain boards, commissions and committees are not adequate to meet their expectations and are a cause of conflict between the board, commission or committee and the department providing staff support.

One of the frequent comments was the lack of coordination between boards, commissions and committees. There were a variety of suggestions as to how this matter could be remedied, such as the establishment of regular meetings, monthly newsletters, etc. In my view, this is a serious problem and while it only occurs in a relatively few areas at this time, such as areas related to boards, commissions and committees providing advice on health-related services and those boards, commissions and committees dealing with planning functions, such as the Planning Commission, Water-front Advisory Board, and potentially with the Transportation Commission, it could be a problem in the future.

It is my view that the problem generally can be diminished by: (1) a more precise definition of the responsibilities of each board, commission and committee; (2) an indication of the liaison that should be routinely established between or among certain boards, commissions and committees which frequently deal with similar or related subject areas; (3) a specific identification of special liaison requirements when subjects are referred by Council; and (4) the establishment by Council of a requirement that each board, commission or committee submit a yearly work program identifying the major tasks and issues which each body intends to address during the year and the approximate time the consideration of each issue is anticipated to take place.

It is important to keep in mind that membership on boards, commissions and committees is voluntary and the commitment intended to be part-time. A member's primary responsibility is to their job, studies, family commitment, and the like. Yet, the scope of work and referrals addressed by such bodies, as well as the pressure or need for timely action by them on various items indicates that this reality is often forgotten. Communication difficulties between and among such bodies, poor coordination, and the need to create additional bodies to lessen the workload of an existing body are often symptoms of the lack of time available to members of boards, commissions and committees to effectively address all of the issues which they want or are requested to address. Although members of these bodies have demonstrated a significant commitment of their free time, often at significant personal sacrifice, to carry out the time consuming requirements associated with the complex and detailed issues which they address, members are obliged to arrange their schedule in ways which do not come into significant conflict with their prime responsibilities or commitment. Because of the press of time on boards, commissions and committees, it does not seem feasible and productive to establish a complex liaison and reporting system so that every board, commission and committee is aware in detail of

RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS,
COMMISSIONS AND COMMITTEES

Page 3

what every other board, commission and committee is doing. Cost factors which would be involved in providing regular publications detailing the activities of boards, commissions and committees is beyond staff capacity at this time.

Another concern expressed and the cause of great frustration, is that often members have either never been informed or are unclear as to the charge of the body, its role and most important, its status. The blame for this occurrence must be shared by body members, staff and Council. In most instances, it is the result of a lack of any orientation process, at any level. Staff's recommendation on this subject should result in a process which should produce better informed and hopefully more effective body members. A very serious problem associated with this subject is that many bodies do not recognize the fact that they are advisory and that the Council has final responsibility for accepting, rejecting or modifying their recommendations. Many attempt to function as if they are policy makers, a cause for great misunderstanding and continuous conflict.

The current workload required of a Councilmember leaves little room for additional responsibilities. With the addition of each board, commission or committee, however, this workload does increase. At this point, time does not permit a Councilmember to actively participate in day-to-day problems associated with each board, commission and committee. As new interests and programs arise, Council finds it essential to create new bodies to act as advisors to the Council on a particular subject. The necessity of having boards, commissions and committees and our current Council agenda system, creates a "catch twenty-two" and is the source of bad public relations at the board, commission and committee level.

Consent calendar items from boards, commissions and committees traditionally appear last on the agenda. If an item is pulled by a Councilmember for discussion, it is rarely discussed because the Council does not reach the item on the agenda. Likewise, since reports for action are near the end of the agenda, Council rarely has an opportunity to discuss the items presented. As an example, the agenda for the October 26, 1976 meeting lists reports from Boards/Commissions originally submitted September 14, 1976, none of which have yet been discussed by Council.

A final concern and an issue over which there was great input was the issue of Council appointments. Enactment of the Fair Representation Initiative allowed each Councilmember an opportunity to make appointments on a fair and equal basis. This removed the ability of any individual Councilmember to have total appointing authority to any body. On the other hand, it gave each Councilmember "control" over one appointment (in some cases more than one) to each body. Since it is within the prerogative of each Councilmember to appoint whomever he or she desires, it becomes impractical to establish elaborate administrative mechanisms to review, dictate or otherwise influence Councilmember's choice of an appointment.

The City Clerk currently operates a system whereby any interested citizen can complete an application and resume for future consideration of appointment to a board, commission or committee. When received, the City

APPENDIX E (CONT.)

RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS, COMMISSIONS AND COMMITTEES

Page 4

Clerk sends a copy to each Councilmember. This practice of the City Clerk allows persons to submit their names to Councilmembers when it is clear that the Councilmember does not have anyone particular in mind or is unable to locate a willing appointee. It would appear that this process is adequate.

At the present time, certain information is regularly provided regarding boards, commissions and committees:

- a. City Council Agenda and Summaries - Routinely mailed to the secretary and chairperson of each board, commission and committee.
- b. Boards, Commissions and Committees Roster - Updated every month or so. Provides a listing of the Council and each body, names, addresses, phone numbers, Council appointment, short purpose of body, meeting time and place, and name and phone number of the body's secretary.
- c. Boards, Commissions and Committees Membership Status Report - Prepared once a month. Provides notices of resignations or terminations; summary of existing vacancies, current membership on boards, commissions and committees, method of appointment, legal reference, special details and size.
- d. Semi-Annual Attendance Report - Covers a six-month period. Prepared by body secretary and submitted to City Clerk by name of member, includes number of meetings held, number of meetings attended, number of meetings excused and absent.
- e. City Council Resolution No. 41,142-N.S. - Provides for the automatic termination of appointment of members of boards, commissions and committees established by resolution or motion of the City Council. As provided in item "d" above, on the date which the report is received by the City Clerk, if a person has been absent from three consecutive meetings without approval, the member shall be terminated by the Clerk.
- f. Profile of Boards, Commissions and Committees - Prepared semi-annually. Provides a racial, sexual and geographical profile for members of boards, commissions and committees.

I have assigned Ms. Evon L. Thompson, Senior Administrative Analyst, to coordinate the following recommendations if they are approved by the Council.

Recommendations:

It is recognized and accepted that certain specific improvements can be made with respect to the functioning of boards, commissions and committees. The following are my recommendations:

1. That the Council endeavor to refrain from creating new bodies whenever possible, by assigning new tasks to existing bodies.

APPENDIX E (CONT.)

RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS,
COMMISSIONS AND COMMITTEES

Page 5

2. That the City Manager provide an analysis and recommendations to Council on combining existing boards, commissions and committees. The recommendations should include a suggested fixed life for all existing boards, commissions and committees, procedures to be used at the end of the life period, to determine if the body or individual members are to be continued.
3. That the City Manager review the format currently used by the City Clerk, in the preparation of reports to Council and the public, which provide information on and the status of vacancies on boards, commissions and committees. Recommendations should be made to Council on changes which would provide additional pertinent information.
4. That chairpersons of all bodies be contacted and encouraged to prepare appropriate articles for press release and inclusion in the City Manager's Annual Report.
5. That the City Manager draft a standardized orientation procedure. This procedure shall consist of two levels of orientation, one the responsibility of the City Manager's staff and the other the responsibility of the department head responsible for the body. The City Manager will be responsible for providing an outline of the items to be included as part of the orientation by the department head. The outline must include:
 - a. A list of members with addresses and telephone numbers, plus their fields of expertise;
 - b. Purpose for the body's establishment and the charge;
 - c. Any other documents determined to be important to the body;
 - d. A copy of the City Charter;
 - e. A copy of the ordinance and/or resolution which established the body;
 - f. Minutes or reports of particular importance;
 - g. A copy of a simplified Roberts Rules of Order;
 - h. A copy or summary of the Brown Act; etc.
6. That the Council direct the City Manager to develop "Standard Operating Procedures" for use by all bodies. This standard operating procedure shall include, but will not be limited to, a procedure to insure:
 - a. That existing bodies coordinate the efforts and resources of other bodies, whenever subject matters and tasks permit.
 - b. That department heads responsible for staffing bodies establish a close working relationship with body chairpersons for which they are responsible and also with chairpersons of other Council created boards, commissions and committees.

RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS,
COMMISSIONS AND COMMITTEES

Page 6

- c. That department heads responsible for staffing bodies, assure that items of particular community interest, which are being discussed by a body are adequately publicized to allow maximum community input and participation.
 - d. A statement of the role of boards, commissions and committees in relation to City staff. This statement should reaffirm that boards, commissions and committees are advisory to the Council and the City staff, while providing support service, are ultimately responsible only to the respective department heads and City Manager.
 - e. That there is a uniform procedure to cover conduct of meetings, recording of minutes, use of resources, requests from departments through the staffing department, how additional tasks are assigned by Council, how information flows from this body to Council through the Councilmembers, how to resolve differences that arise, a provision for the transfer to chair responsibilities in the event the chairperson is absent or resigns, and a caution regarding political activities, etc.
 - f. That all bodies have an agenda for meetings and that there be a time frame and method for distributing agenda to all interested citizens.
7. That each body submit to the City Council a brief (one page) work program each year, including any proposals initiated by a particular board, commission or committee.
8. That the City Manager explore methods whereby interested citizens can submit their names to the City Clerk as appointees to boards, commissions and committees.

ELIJAH B. ROGERS
City Manager

Attachments

JAN 14 1977

CITY OF BERKELEY



CITY COUNCIL

(415) 644-6484

2134 GROVE STREET

BERKELEY, CALIFORNIA

94704

Warren Widener, Mayor
Sue Hone, Vice Mayor
Carole Davis

Shirley Dean
John H. Denton
Ilona Hancock

Ying Lee Kelley
Henry Ramsey, Jr.
William B. Rumford, Jr.

January 17, 1977

To: City Manager

From: John Denton, Ilona Hancock, Ying Lee Kelley

Re: Increasing effectiveness of boards and commissions

Thank you for your report on increasing the effectiveness of boards and commissions. Many of the recommendations put forward by the League of Women Voters, Dream for Berkeley, board and commission members and staff are excellent. To facilitate the work of boards and commissions the following suggestions contained in the July 9 memorandum (some suggestions revised by us) should be implemented as soon as possible:

- 1) Development of standard operating procedures (we recommend that each commission choose a member willing to serve on a procedure development committee)
- 2) Establishment of closer working relationship between board and commission members and staff (this will require positive leadership from the city manager and council members)
- 3) Information about boards and commissions (including the existence and creation of boards and commissions, vacancies, minutes, news about work, special projects, etc.) should be made easily available in public locations in Berkeley.
- 4) We recommend that an annual orientation meeting for board and commission members, attended by commission staff and council members, be held in October.
- 5) An orientation package should be prepared and distributed to all board and commission members
- 6) We recommend that commission chairpersons orient new members appointed during the course of the year
- 7) We recommend that Council agendas and summaries be distributed to all board and commission members.

In your memo of November 9 you pointed out that members of boards and commissions should be better informed about the work of other boards and commissions, but that such information dissemination is costly and time consuming. One way to improve the inter-commission information flow would be to make the minutes of boards and commissions available in easily accessible location in Berkeley.

You are correct in pointing out that agenda items from boards and commissions are seldom reached at Council meetings. This is a source of frustration both to commissioners and ourselves. The reason these items remain on the agenda for such a long time is that Council starts the agenda anew at each Council meeting. If Council continued working through the agenda until it was completed (even if it took several council meetings) board and commission items would be reached much sooner. We have suggested such a change of procedure but other council members have not been willing to act on our suggestion. A recommendation from the City Manager in support of such a change might be helpful.

Finally you point out that board and commission membership is voluntary and part time and that "...the scope of work and referrals addressed by such bodies, as well as the pressures or need for timely action by them on various items indicates that this reality is often forgotten." However, you go on to recommend that we not create new boards and commissions but assign new tasks to existing bodies. We are indeed aware of the voluntary and part time nature of commissioners and it is, in part, this awareness which leads us to recommend the creation of new commissions (for example the transportation and economic development commissions).

In 1971 the city budget was approximately \$13,000,000, in 1976 it was up to about \$48,000,000. The size of city staff has grown proportionally each year, as new revenues produced new areas of responsibility. This increase in city activity creates a substantially increased workload for the Council.

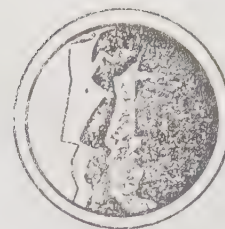
In many instances state or federal laws mandate the creation of boards and commissions before the city can become eligible for state or federal funds. In other instances commissions (such as the planning commission and board of adjustments are mandated by state law). Other commissions are created by Council to help us, through advice, to arrive at policy decisions in a responsive and responsible way. The assistance we receive from boards and commissions which study major problem areas in depth, is invaluable.

We are well aware of the need for economy and vote to create new boards and commissions only after long and serious deliberation. We feel strongly that Berkeley taxpayers are well served by the hard working, volunteer, board and commission members, many of whom are Berkeley residents who are acutely aware of the need to improve the effectiveness of city operations.

cc: Dream for Berkeley
League of Women Voter

APPENDIX F (CONT.)

CITY OF BERKELEY



JAN 26 1977

HUMAN RELATIONS AND
WELFARE COMMISSION
1835 ALLSTON WAY

BERKELEY, CALIFORNIA

(415) 644-6530
94704

January 20, 1977

Mr. Elijah B. Rogers, City Manager
City of Berkeley
2134 Grove Street
Berkeley, California 94704

SUBJECT: RECOMMENDATIONS TO IMPROVE THE EFFECTIVENESS OF BOARDS,
COMMISSIONS AND COMMITTEES

Dear Mr. Rogers:

The Human Relations and Welfare Commission has reviewed your report to City Council on the above subject dated November 9, 1976. We submit the following comments:

1. Relationship to Council

We recognize that most boards and commissions are "advisory." However, we believe that the attitude displayed by Council both as a body and its individual members with respect to that function is the principal cause for dissatisfaction, low morale, and ineffective work on the part of the boards and commissions. Although bringing about change in the relationship is not within your authority, we would like to have our recommendations forwarded to Council.

The knowledge and commitment represented by the members of the boards and commissions can only be made effective if Council agrees to use those bodies as its principal sources of information and recommendation in the areas of their competence and responsibility. Issues falling within those areas of competence should be referred by Council. Recommendations from the advisory bodies should be overturned or ignored only when there is substantial evidence of negligence or faulty work on the part of the advisory body.

We believe that adoption of such a policy and practice by Council would not only enhance the level of citizen involvement and commitment to the governing processes of the City, but would substantially assist the council in carrying out its work.

APPENDIX F (CONT.)

2. Definition of Responsibilities

We agree that the definition of responsibilities of the various boards and commissions is necessary and long overdue. More than two years ago we prepared a draft revision of the ordinance establishing the Human Relations and Welfare Commission. It was submitted to the City Manager but no action has been taken. We recommend the formation of a small task force composed of staff and citizen members charged with responsibility for review of all ordinances establishing boards and commissions and the preparation of recommendations for revision.

3. Possible Overlapping or Duplication of Responsibilities

The number of different boards and commissions does appear excessive. In the field of human services there are separate commissions for youth, aging, health care, mental health, drug abuse, and human relations and welfare. A study would have to be made to determine the extent of overlap and how consolidation might be accomplished. The fact that some of these bodies are mandated by Federal or State statute should not be a deterrent to such an effort. There is growing interest in and support for simplification of government structure and operation at the local level by both the Federal and State governments.

Before any additional boards or commissions are created Council and Manager should determine whether the function might be assigned to an existing body or to a time limited "ad hoc" committee.

4. Staffing

We are concerned about the statements made by you and your predecessor that staff support to the boards and commissions costs \$500,000 (Page 1) or \$1,000,000 (Page 2) without more detailed documentation and analysis of how those figures are arrived at.

The question of how much and from where staff support is to be provided needs serious study. The present system of assigning responsibility to a particular department may not be the most effective and efficient system, particularly if that department is not provided with the means for providing the staff and must use staff already assigned full time to other duties.

Another system which would involve the development in your office of a "secretariat" for advisory bodies should be explored. Such a system might obtain more efficient use of staff time since one person could serve two or more boards or commissions, and it would also improve the coordination of effort among the various bodies.

5. Miscellaneous

In general we concur in the various recommendations concerning orientation, conduct of meetings, minutes, reports and appointments.

Sincerely,

Ove M. Wittstock
by *ate*

Ove M. Wittstock, President
Human Relations & Welfare Commission

cc City Council
Sub-Committee on Citizens' Commission

APPROVED BY
CITY COUNCIL

3.13.79

City of Berkeley



CITY MANAGER'S OFFICE
2180 MILVIA STREET
BERKELEY, CALIFORNIA 94704

(415) 644-6580

FOR COUNCIL ACTION

January 9, 1979

To: Honorable Mayor and
Members of the City Council

From: Council Subcommittee on Boards and Commissions

Subject: PROPOSITION 13 AND THE COMMISSION SYSTEM

Acting on a directive of the City Council, the City Manager, on June 9, 1978 requested all boards and commissions to investigate and identify possible budget savings and submit recommendations to him.

On June 13, the Council directed its Subcommittee on Boards and Commissions to evaluate the budget implications of these various bodies. A preliminary report with recommendations for cost saving changes was submitted to the Council as an information item on the agenda of July 25, 1978.

Since the response to the City Manager's letter of June 9 was minimal, the Subcommittee had to proceed with little input from the boards and commissions. For this reason, the Subcommittee sought additional time to forward its preliminary report to all concerned and invited their comments. This time 13 commissions responded. In addition, the committee scheduled a workshop session on October 19, 1978 on the preliminary report and all boards and commissions were invited to send a representative. Fifteen boards and commissions were heard from at this workshop.

The preliminary report contained three general strategies for facing the reality of Proposition 13: 1) Reductions in staff support, 2) Reductions in the number of meetings each month and 3) consolidation or elimination of certain commissions or reduction in number of commissioners.

After receiving the response of commissions, the subcommittee has retained its original suggestions for reduction in staff support. Little evidence was provided by commissions that reduced staff support would seriously hinder commissions, although several commissions believed that such reductions would be an inconvenience. The subcommittee believes that at this critical time

PROPOSITION 13 AND THE
COMMISSION SYSTEM

Page 2

staff should provide as many direct services as possible to programs. Most commissions agreed with this position, or at least did not strongly oppose a shift of clerical staff from commissions to programs as long as the basic clerical needs of the commissions were satisfied. Five commissions had already acted on their own to reduce clerical staff support.

Many commissions spoke strongly against the second recommendation, reducing the number of meetings. These commissions provided convincing evidence that meeting less often than once a month would destroy continuity and drastically reduce the commissions' ability to respond quickly to citizen or Council needs. Consequently, the earlier recommendation to switch many commissions to quarterly meetings has been dropped.

Subsequently, the Council Subcommittee has decided to recommend reducing the number of meetings only for those commissions that meet more than once monthly, with a few exceptions. Two commissions are recommended to meet on call and one commission to meet less often than once monthly. The subcommittee was convinced that in most cases one regular meeting a month was sufficient. At certain times, a commission might have to schedule special meetings to meet deadlines, i.e., the Housing Advisory and Appeals Board during review of the Community Development Block Grant. It is the subcommittee's opinion that Parkinson's law applies equally to bureaucracies and commissions in that work expands to fill the time available. For much the same reason, the Council switched from weekly meetings to biweekly meetings, and schedules public hearings or workshops on the off weeks only as needed.

Finally, most commissions protested the third recommendation - terminations, mergers or reductions in the number of commissioners. Generally, it was noted that different commissions arise as the result of different needs, and consolidation or termination would effectively restrict the amount of attention that could be given to that need. Consequently, the subcommittee is recommending termination only when a commission's charge has been completed and consolidation only when the same department staffs both commissions. Reduction of members from eighteen to the standard nine is also recommended for two commissions. There was no convincing evidence that eighteen members were necessary to conduct business, particularly since most commissions operate effectively with nine members and accomplish as much or more as those with eighteen.

The subcommittee wishes to make one general point. At first, some commissions reacted to the preliminary report as if it were a vote of no confidence in the commission system. Early in the fall, some commissions appeared to have little or no knowledge of the City's financial bind and little understanding of the painful decision that had been made and would continue to be made. Other commissions, however, had more understanding of the effects of Proposition 13 on direct services to the public and had already taken many creative steps on their own to reduce costs. Consequently, most commissions indicated their desire to cooperate in whatever way possible to reduce commission costs and use of staff, without inhibiting citizen participation. Following are the recommendations of the subcommittee.

City of Berkeley



CITY MANAGER'S OFFICE
2180 MILVIA STREET
BERKELEY, CALIFORNIA 94704

(415) 644-6580

MEMORANDUM

March 20, 1979

To: Secretaries of Boards and Commissions
From: Michael Lawson, Acting City Manager
Subject: COUNCIL ACTION REGARDING COMMISSION SYSTEM

On March 13, 1979, the Council took action on a report submitted by the Council Subcommittee on Boards and Commissions entitled "Proposition 13 and the Commission System." These actions appear on the attached summary.

There were two sets of actions. The first, items 1 through 7, pages 1-2, refer to all commissions without exception, and should be put into effect immediately. You will note that items 2, 3, 4 and 6 require judgment to be made as to how or when certain reductions of staff support should be applied. In such cases, you should keep in mind the Council's desire to reduce staff support wherever possible as long as such reduction will not prevent the commission from carrying out its work. Inconvenience alone is not sufficient reason to continue staff support in those areas in which the Council has requested be reduced.

The remaining items on the summary apply to specific commissions. Items requiring an ordinance amendment will not go into effect until 30 days after the second reading.

Please distribute one copy of the attached summary to each commission chairperson. Since one of the Council's actions was to reduce the amount of duplicating material going to commissions and rely instead upon oral presentations, I am asking that you inform your commission at the next meeting of these actions instead of distributing a separate copy to each commission member.

A handwritten signature in cursive script that reads "Michael Lawson".

MICHAEL LAWSON
Acting City Manager

Attachment

cc: Mayor and Council
City Clerk
Acting City Attorney

APPENDIX G (CONT.)

COUNCIL ACTIONS IN CONNECTION WITH THE CITY OF BERKELEY COMMISSION SYSTEM, MARCH 13, 1979

STAFF SUPPORT FOR BOARDS, COMMISSIONS, COMMITTEES

1. Restrict commission meetings to rooms available in City Hall, Monday through Friday from 7:00 p.m. to 10:00 p.m. or the police classroom. In addition, rooms may be reserved at no charge in the following recreation centers: San Pablo and James Kenney (free until 10:00 p.m.) and Live Oak (free until 9:00 p.m.), and West Branch Library (free until 9:00 p.m.).

This restriction against commission meetings in Civic Center is necessary because the City no longer can employ the necessary security guards to cover the entire building. The City Hall and police classroom are small enough facilities that the current night janitorial staff is adequate to provide security. This prohibition has been in effect since shortly after the passage of Proposition 13 and although there have been certain minor scheduling difficulties, commissions have been able to obtain adequate space for meetings.

2. Schedule one staff member only to attend commission meetings to provide professional staff assistance and take action minutes. However, in the case of commissions conducting quasi-judicial proceedings, or when otherwise required by law or the critical nature of the meeting, a clerical staff person may be assigned in addition to professional staff to create the detailed and accurate minute record required by law.

3. Reduce the amount of duplicated material for commissions. Rely on oral reports and summaries whenever possible. Provide an office reading file of those reports not sent to commissioners which can then be made available to the commissioners.

4. Commissions requested not to ask staff to come to sub-committee meetings if it is possible to do without their services. In many cases sub-committees can obtain any necessary information beforehand from staff. Before official action can be taken on a sub-committee report, the full commission must approve it and in all such cases staff would be present to review the recommended action for administrative implications.

5. Staff shall not be required to remain in attendance at meetings for which there is no quorum. Official action cannot be taken at a workshop and therefore it is not absolutely required for a staff person to be in attendance in order to advise commissioners of the administrative implications of their actions. Such advice can be offered at the time of a full commission meeting when staff is required to attend.

6. Except when special circumstances require it, mail agenda to commission members and key news media* only, minutes to commissioners only, and establish reading files for the general public at the main reference library, branches, and in the City Clerk's office.

7. To insure continuity, sub-committees appointed by a commission should be chaired by a member of the commission, even though members may be appointed to the sub-committee.

City of Berkeley



CITY MANAGER'S OFFICE
2180 MILVIA STREET
BERKELEY, CALIFORNIA 94704

(415) 844-0580

September 11, 1980

Dear Board or Commission Member:

Citizen participation in local government plays a significant role in the development of both city policies and the delivery of municipal services. Berkeley now has about thirty active boards and commissions. The number of appointed bodies has doubled over the last decade. The City Council has created these formal mechanisms for citizen involvement because it values the experience, expertise and good sense of Berkeley's active residents.

Berkeley's board and commission members volunteer thousands of hours each year addressing the concerns of Berkeley's diverse community---devising new approaches to solving problems, and making independent decisions or recommendations to Council that affect the lives of every resident.

This impressive record of effort and accomplishment is complemented by an average of over one-hundred hours per month of staff support for each board and commission.

The role of the City Manager's Office in this participatory process is to insure that City Staff 1) allocates its time to boards and commissions in the most cost-effective manner; 2) provides members with adequate data, technical assistance, and administrative support and 3) helps clarify and carry out the policies of the City Council.

The enclosed questionnaire has been developed by the City Manager's Office to find out the needs and concerns of board and commission members and to help to determine ways staff can best meet these needs. For example, by developing a list of problem situations that board and commission members regularly encounter in the performance of their duties, staff can develop mechanisms - training seminars, informal social gatherings, orientations for commissioners and/or staff to overcome commonly experienced difficulties. The questionnaire will also be used by the City Manager to improve citywide administrative policies covering board and commission support services.

Board or Commission Member
September 11, 1980
Questionnaire

Page 2

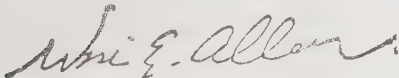
The questionnaire will also help determine the impact that previous recommendations have had on board and commission effectiveness. In particular, the study will follow-up on findings and suggestions made in a major study of citizen participation that was conducted by the City in 1974. For your information, a summary of those recommendations has been included in this packet.

The questionnaire takes approximately thirty minutes to complete. You are not requested to provide your name. Please return the questionnaire by October 6, 1980. A stamped return envelop has been enclosed for your convenience.

When the results of the questionnaire have been tabulated, a report will be made to the City Council, including recommendations from the City Manager. Results of the questionnaire will also be available to you upon request.

Thank you very much for your participation in this survey. If you have questions regarding the questionnaire, please feel free to contact my assistant, Eve Bach at 644-6580.

Sincerely,



Wise E. Allen, Ph.D.
City Manager

cc: Honorable Mayor and Members
of the City Council

Attachments

WHAT IS IN THIS QUESTIONNAIRE

This questionnaire was developed with the intent of making it an interesting and informative experience for you, without consuming a lot of time. Most of the questions call for circling the appropriate response or simply answering "yes" or "no". There are also places in the questionnaire where you may explain your answers more fully.

PART I of the questionnaire is for warming up, engaging your critical faculties, and freeing up stored thoughts about why and how you work on a board or commission.

PARTS II AND III of the questionnaire are designed to help you identify problems you may experience in your commission work. Being an effective board and commission member requires a number of different skills, operating simultaneously. Technical, interpersonal, organizational, conceptual and communication skills are all called for if a team is to operate effectively. In addition, contributions made by a commissioner or staff person and the manner in which she or he makes them also affects the behavior and attitudes of others in the group. These sections will ask you to think about the skills and behavior exhibited in your group and to evaluate their impact on group effectiveness.

The problem situations and desired changes listed in these two sections were recently expressed by commissioners from all over the Bay Area at a "Commissioner Effectiveness" workshop sponsored by the University Extension Service in July, 1980.

PART IV of the questionnaire focuses on specific components of Board and Commission activity: 1) Coordination with Council; 2) Structure and process; 3) Staff support; 4) Group composition and 5) Coordination with other commissions. The questions refer, in part, to the study of Citizen's Participation Conducted by the City of Berkeley in 1974 as part of a comprehensive review of local government. That study assessed the existing structure of citizen participation and recommended modifications aimed toward increasing board and commission effectiveness. This section will help identify which problems and recommendations are still relevant today.

PART V of the questionnaire is aimed at finding out what kinds of activities staff could arrange which would address problems and concerns that you list in previous sections of the questionnaire.

The questionnaire may stimulate additional concerns and suggestions. Please feel free to express these ideas, including comments on the questionnaire itself, in the space provided at the conclusion of the questionnaire.

Questionnaire to
Board and Commission Members

Page 1

PART I - WARMING UP

Instructions: Complete the following sentences in 20 words or less.

1. The most important reason why I am working on a board or commission is:

2. The part I like most about working with members of my group is: _____

3. The think I like most about commission staff is: _____

4. If I were City Manager, the first thing I would recommend would be: _____

You've just completed the preliminary warm-up, the hardest part.

GO ON TO PART II

PART II - WHICH OF THE FOLLOWING SITUATIONS GIVE YOU TROUBLE?

Instructions: 1) Circle each phrase that you feel applies to your board or commission.
2) After going through the entire list, indicate in the boxes along the right side of the phrases the five most troublesome situations (i.e., 1 through 5 in order of importance).

N = 68 (100 %)

1. The Board is going through the motions, but not getting anything done.	9 (13%)	18. Some commissioners have bad attitudes towards citizens coming before the board.	9 (13%)
2. Staff is railroading policy.	8 (12%)	19. Board members are unprepared	20 (29%)
3. Not enough diversity on board.	11 (16%)	20. Staff is manipulative.	8 (12%)
4. Commissioners do not agree on goals.	14 (21%)	21. Lack of technical information for commissioners.	14 (21%)
5. Commissioners' misuse of public forum to express bias or prejudice.	11 (16%)	22. Commissioners talk "at" each other, not "to" each other.	11 (16%)
6. Not enough time for research.	25 (37%)	23. Staff intimidates commissioners.	2 (3%)
7. Lack of recognition from City Council.	13 (19%)	24. Some commissioners talk too much.	20 (29%)
8. Lack of direction at meetings.	12 (18%)	25. Chairperson is inept.	7 (10%)
9. Commissioners resist change in group.	5 (7%)	26. Disruption by individual members feuding	6 (9%)
10. Trouble interpreting its mandate.	12 (18%)	27. Domination of group by one individual.	6 (9%)
11. Public Hearings are confusing and disorganized.	11 (16%)	28. Members don't listen to each other.	6 (9%)
12. Commissioners can't get a straight answer from staff.	8 (12%)	29. Commission "flies by the seat of its pants".	7 (10%)
13. Hostility between commissioners.	13 (19%)	30. Staff doesn't do homework.	8 (12%)
14. Lack of coherent objectives among commissioners.	15 (22%)	31. Recommendations disregarded by Council.	13 (19%)
15. Commission lacks enough information to make decisions.	32 (47%)	32. Commission has too little influence over City judges.	23 (34%)
16. I don't understand the jargon.	3 (4%)	33. Group has too little authority.	12 (18%)
17. The commission has trouble dealing with irate citizens.	8 (12%)	34. Lack of assistance by City Council.	11 (16%)

PART II -- WHICH OF THE FOLLOWING SITUATIONS GIVE YOU TROUBLE? (CONTINUED)

Page 3

35. Apathy/lack of motivation among commissioners	16 (24%)	36. Low morale in group.	5 (7%)
37. Some commission members are unqualified.	14 (21%)	38. Commission members are politically polarized.	13 (19%)

DID YOU PRIORITIZE THE FIVE MOST IMPORTANT SITUATIONS?

GO ON TO PART III

PART III - WHAT CHANGES WOULD YOU LIKE TO MAKE IN THE PRESENT BEHAVIOR OR CIRCUMSTANCES OF THE GROUP?

Instructions: 1) Circle each change that you would like in your board or commission. 2) After going through the entire list, indicate in the boxes along the right side of the phrases the five most important changes (i.e., 1 through 5 in order of importance).

N = 68 (100%)

1. Help members become more openminded.	12 (18%)	18. Provide better liaison with other commissions.	30 (44%)
2. Ensure that more listening takes place	12 (18%)	19. Increase group teamwork and participation.	15 (22%)
3. Develop greater personal impact on group.	8 (11%)	20. Learn uses and problems of parliamentary procedure.	8 (11%)
4. Distribute work load among members more equitably	21 (31%)	21. Clarify the roles and commitments of group members.	14 (21%)
5. Develop better continuity.	14 (21%)	22. Develop realistic agendas.	15 (22%)
6. Make good decisions with limited data.	15 (22%)	23. Focus energy of group on task	6 (9%)
7. Get Councilmembers more involved.	13 (19%)	24. Deal better with power and authority.	10 (15%)
8. Have a better problem-solving process.	14 (21%)	25. Learn how to ask the right question.	16 (24%)
9. Involve more people in activities of group.	14 (21%)	26. Make effective presentations.	7 (10%)
10. Stop digressions from the tasks at hand.	14 (21%)	27. Work better with difficult people.	17 (25%)
11. Learn techniques about group process.	13 (19%)	28. Ensure due process and fair play.	8 (12%)
12. Deal with staff more effectively.	10 (15%)	29. Get more done in less time.	27 (40%)
13. Treat public more seriously.	6 (9%)	30. Develop good evaluation process.	13 (19%)
14. Get members to do homework.	21 (31%)	31. Help chairperson be stronger	3 (4%)
15. Explore diff. ways to run meeting.	11 (16%)	32. Clarify the goals of group.	13 (19%)
16. Find out what's happening on the boards of other cities.	25 (37%)	33. Handle conflict between members more effectively.	12 (18%)
17. Help members develop leadership ability.	14 (21%)	34. Involve citizens in a real way, as opposed to token way	14 (21%)

PART III - WHAT CHANGES WOULD YOU LIKE TO MAKE IN THE PRESENT BEHAVIOR OR CIRCUMSTANCES
OF THE GROUP? (CONTINUED)

35. Establish clear relationship between Council and Commission	17 (25%)	37. Develop more trust between Commissioners	11 (16%)
36. Develop better orientation process for new members	30 (44%)	38. Get more staff time for commission work.	23 (34%)

DID YOU PRIORITIZE THE FIVE MOST IMPORTANT CHANGES?

GO ON TO PART IV

PART IV - STRUCTURE AND PROCESS, STAFFING COORDINATION WITH COUNCIL AND OTHER COMMISSIONS

Since the "701 Report on Citizen Participation" (see attachment) was written six years ago, the City Council, numerous commissions and the Manager's Office have moved to implement some of the report's recommendations. For example, the Fair Representative Ordinance (FRO) was passed by the voters in 1975 to give each councilperson equal power in making appointments to boards and commissions. Rules of attendance and absenteeism have been standardized. Some groups have had their enabling legislation revised to include more specific guidelines concerning roles and responsibilities. The composition of boards and commissions have become more representative of Berkeley's population.

Instructions: In light of your experience as a board or commission member, circle the appropriate response in the right hand column. Where applicable, explain your response in the space provided.

A. STRUCTURE AND PROCESS

1. Have you ever read the ordinance that established your board or commission? N/A
- | | | |
|----------|---------|---|
| 61 (90%) | 7 (10%) | |
| YES | NO | |
| | | 0 |

If yes, does the ordinance provide you with a clear description of the group's role, responsibilities and limitations?

YES	NO	N/A
42 (61%)	16 (24%)	10 (15%)

2. Do you encounter difficulty determining whether a particular issue falls within the purview of your group?

YES	NO	N/A
15 (22%)	53 (78%)	0

3. Do you think that the current "majority rule" procedure (a majority of appointed members is needed to pass a motion) is appropriate for your group?

YES	NO	N/A
55 (81%)	10 (15%)	3 (4%)

If no, what is the best alternative?

4. Do you think a general orientation process needs to be developed for all board and commission members?

YES NO N/A

48 (71%) 17 (25%) 3 (4%)

If yes, what do you suggest?

B. COORDINATION WITH COUNCIL

5. Do you think it is necessary to have a council liaison person attending the meetings of your group?

YES NO

26 (38%) 38 (56%) 4 (6%)

6. Would you like additional input from Council during the process of developing your reports and recommendations for the Council?

YES NO

30 (44%) 30 (44%) 8 (12%)

7. Do you feel the City Council provides your group with enough:

a. Direction

YES NO N/A

46 (66%) 15 (22%) 8 (12%)

b. Recognition

YES NO

39 (57%) 22 (32%) 7 (10%)

c. Feedback

YES NO

31 (46%) 30 (44%) 7 (10%)

If you answered no to any of the above, is there a role what staff can paly to solve this problem?

YES NO

If yes, what sort of role?

18 (26%) 19 (28%) 32 (47%)

7. Continued: (If yes, what sort of role?)

8. Do you think procedures should be established to help fill vacancies on boards and commissions more quickly?

	YES	NO	N/A
If yes, what sort of procedures?	46 (68%)	11 (16%)	11 (16%)

C. STAFF ASSISTANCE

9. Do you feel that you receive enough of the following kinds of staff support to carry out the functions of your group effectively?

	YES	NO	N/A
a. Responsiveness at meetings?	46 (82%)	6 (9%)	6 (9%)
b. Technical information?	45 (66%)	16 (24%)	7 (10%)
c. Administration of group business?	51 (75%)	8 (12%)	9 (13%)
d. Punctual submission of requested reports?	47 (69%)	13 (19%)	18 (12%)
e. Appropriate research?	39 (57%)	19 (28%)	10 (15%)
f. Availability of staff for consultation?	53 (78%)	5 (7%)	10 (15%)
g. Other? _____	15 (22%)	7 (10%)	46 (68%)

10. Does staff communicate effectively and clearly:

a. Orally?

55 (81%) YES 6 (9%) NO 7 (10%) N/A

b. Through written reports?

YES NO
48 (71%) 12 (18%) 8 (12%)

11. Does staff work well with the public?

YES NO
60 (88%) 5 (7%) 3 (4%)

12. Do you receive your packets sufficiently in advance of meetings to prepare?

YES NO
45 (66%) 15 (22%) 8 (12%)

D. COMPOSITION

13. Do you think that the composition of your group is representative of the City's population? (Consider age, income level, education and occupation as well as race and sex).

YES NO N/A
33 (49%) 28 (41%) 7 (10%)

If no, how is your group not representative?

14. Do you think greater weight should be given to the technical needs of your group when Council makes commission appointments?

YES NO N/A
39 (68%) 21 (31%) 8 (12%)

E. COORDINATION WITH OTHER COMMISSIONS

15. Do you often encounter difficulty exchanging information and concerns with commissions whose responsibilities overlap with yours on certain issues?

YES	NO	N/A
33 (49%)	25 (37%)	10 (15%)

16. Do you think that there is overlap in the activities of certain commissions?

YES	NO	N/A
36 (52%)	12 (18%)	20 (29%)

If yes, do you think that certain commissions should be consolidated?

YES	NO
11 (16%)	26 (38%)

If yes, which ones?

31 (46%)

17. Do you ever work together with members of other boards and commissions on joint projects, problem review committees?

YES	NO	N/A
23 (31%)	28 (41%)	17 (25%)

If yes, which groups and activities?

V. GENERAL

1. On which Board or Commission do you serve?

SEE APPENDIX FOR A BREAKDOWN OF RESPONDENTS
BY COMMISSION

2. How long have you been a board or commission member?

Less than one year	<u>19</u> (28%)
More than one year	<u>44</u> (65%)
N/A	<u>5</u> (7%)

3. Are you aware of the stipend for meetings available to commissioners who earn less than \$10,000 per year?

	YES	NO	N/A
	53 (78%)	7 (10%)	8 (12%)
If yes, do you now claim this stipend?	YES	NO	
	10 (15%)	47 (69%)	11 (16%)

4. Do you have a special parking permit entitled to commissioners for after 5:00 PM parking in the City's lot on Grove and Addison?

YES	NO	N/A
<u>32</u> (47%)	<u>28</u> (41%)	<u>8</u> (8%)

5. Have you ever attended classes, conferences or workshops related to your commission work?

YES	NO	N/A
35 (51%)	27 (40%)	6 (9%)

If yes, which one(s)?

6. Do you think the City should sponsor a workshop(s) on "How to be a More Effective Commission or Board Member"?

47 (70%) YES 15 (22%) NO 6 (8%) N/A

If yes, when would you be willing to attend such a workshop(s)?

a. Weeknight(s)

33 (49%) YES NO

b. One day over the weekend - Saturday - Sunday

28 (41%) YES NO

c. Both weekend days

5 (7%) YES NO

7. Would you like the City to arrange informal social gatherings at City Hall for members from related commissions to meet with each other and staff?

YES NO N/A
40 (59%) 16 (24%) 12 (18%)

8. How effective was this questionnaire in exploring the issues and problems that are of concern to you?

VERY
EFFECTIVE

SOMEWHAT
EFFECTIVE

NOT
EFFECTIVE

N/A

12 (18%)

41 (60%)

11 (16%)

4 (6%)

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE.

PLEASE RETURN IT TO THE CITY MANAGER'S OFFICE

IN THE ENCLOSED ENVELOPE BY OCTOBER 6, 1980.

City of Berkeley



CITY MANAGER'S OFFICE
2180 MILVIA STREET
BERKELEY, CALIFORNIA 94704

(415) 644-6580

September 24, 1980

To: Boards and Commission Staff Liaisons
From: Wise E. Allen, City Manager
Subject: STAFF LIAISON QUESTIONNAIRE

I am enclosing a questionnaire for people who staff City boards and commissions, or regularly attend meetings.

As you know, my office recently sent a questionnaire to board and commissions members to find out their needs and concerns so we may better assist them in fulfilling their mandate. This questionnaire is directed toward accomplishing the same goal, but this time eliciting staff perspective about boards and commissions activity.

Included in the questionnaire are references to some problem situations which staff members have raised. We would like to see if these problems are common concerns. The questionnaire is also an exploratory device, probing broad ground in search of the specific issues which you will help extract and explain.

I hope this questionnaire will provide us with information from which we can develop clear lines of communication between commissions, staff, Council and public. It is also possible that concerns raised in these surveys will recommend that we explore such mechanisms as commission effectiveness workshops and in-house skills training for staff.

The questionnaire is anonymous. At the end there is space provided for additional comments and criticisms.

Please take the time to fill out and return this questionnaire by October 10, 1980.

If you have any questions regarding this survey, please contact my assistant Eve Bach, 644-6645.

Results will be made available upon request.

PART I. WARMING UP

A. Suggest three (3) adjectives to describe positive aspects of:

The Commission you Staff

Your Work with the Commission

(e.g., creative, helpful, honest)

1. _____

1. _____

2. _____

2. _____

3. _____

3. _____

B. Suggest three (3) adjectives to describe negative aspects of:

The Commission you Staff

Your Work with the Commission

1. _____

1. _____

2. _____

2. _____

3. _____

3. _____

C. Complete the following sentences in twenty words or less:

1. The thing I like most about working with the commission is _____

2. The thing I dislike most about working with the commission is _____

3. If I were the City Manager, the first thing I would recommend would be _____

PART II. As a professional staffing a citizens' commission, what situations do you think are the most troublesome for the group?

1. Commissioners do not agree on goals.	5 (25%)	7. Hostility between commissioners.	1 (5%)
2. Commission has difficulty interpreting its mandate.	6 (30%)	8. Apathy/lack of motivation on part of commissioners.	4 (20%)
3. Commission has difficulty dealing with citizens coming before the body.	4 (20%)	9. Commissions lose too much time to procedural issues.	4 (20%)
4. Domination of group by one individual.	4 (20%)	10. Lack of assistance/recognition by City Council	6 (30%)
5. Commissioners are unaware of relevant activity occurring elsewhere.	6 (30%)	11. Commission has difficulty covering agenda.	7 (35%)
6. Lack of direction at meetings.	4 (20%)	12. Commission does not understand how City works.	4 (20%)

PART III. What changes do you think have to be made for the group to function more effectively?

1. Distribute work-load among members more equitably.	6 (30%)		
2. Find out what's happening in other commissions.	6 (30%)	7. Establish good working relationship between commission and City Council.	6 (30%)
3. Develop realistic agendas.	4 (20%)	8. Clarify goals of the group.	6 (30%)
4. Learn the uses and problems with parliamentary procedure.	3 (15%)	9. Get more done in less time.	8 (40%)
5. Handle conflict between members more effectively.	0	10. Clarify the roles and commitments of group members.	9 (45%)

PART II. As a professional staffing a citizens' commission, what situations do you think are the most troublesome for the group?

1. Commissioners do not agree on goals.	5 (25%)	7. Hostility between commissioners.	1 (5%)
2. Commission has difficulty interpreting its mandate.	6 (30%)	8. Apathy/lack of motivation on part of commissioners.	4 (20%)
3. Commission has difficulty dealing with citizens coming before the body.	4 (20%)	9. Commissions lose too much time to procedural issues.	4 (20%)
4. Domination of group by one individual.	4 (20%)	10. Lack of assistance/recognition by City Council	6 (30%)
5. Commissioners are unaware of relevant activity occurring elsewhere.	6 (30%)	11. Commission has difficulty covering agenda.	7 (35%)
6. Lack of direction at meetings.	4 (20%)	12. Commission does not understand how City works.	4 (20%)

PART III. What changes do you think have to be made for the group to function more effectively?

1. Distribute work-load among members more equitably.	6 (30%)		
2. Find out what's happening in other commissions.	6 (30%)	7. Establish good working relationship between commission and City Council.	6 (30%)
3. Develop realistic agendas.	4 (20%)	8. Clarify goals of the group.	6 (30%)
4. Learn the uses and problems with parliamentary procedure.	3 (15%)	9. Get more done in less time.	8 (40%)
5. Handle conflict between members more effectively.	0	10. Clarify the roles and commitments of group members.	9 (45%)

N/A

Usually

Sometimes

Never

Never

13. Comments (Continued)

14. Does the commission stimulate the City to improve policies?	7 (35%)	12 (60%)	1 (5%)	0
15. Do the commission actions stimulate improvements in services your department provides to the public?	4 (20%)	12 (60%)	3 (15%)	1 (5%)
16. Do you feel the commission makes unreasonable demands on you? 1 (5%)	1 (5%)	7 (35%)	7 (35%)	4 (20%)
17. Does the commission treat you with respect?	15 (75%)	3 (15%)	2 (10%)	0

PART IV. CIRCLE THE APPROPRIATE RESPONSE AND EXPLAIN ANSWER WHEN NECESSARY.

- | | | | |
|--|-----------------|---------------|---------|
| 1. Are you aware of the functions and activities of other boards and commissions in the City? | 16 (80%)
YES | 4 (20%)
NO | N/A |
| 2. Are there certain commissions with which your commission has related concerns but not adequate communication? | YES | NO | |
| If YES, what could be done to develop this linkage? | 10 (50%) | 8 (40%) | 2 (10%) |

3. Do you think there are certain commissions whose functions are redundant to the extent that the bodies should be consolidated?

YES NO

If YES, which ones? Why?

6 (30%) 9 (45%) 5 (25%)

EXAMPLES GIVEN:

MERGE PLANNING AND RECREATION COMMISSIONS WITH WATERFRONT
ADVISORY BOARD

MERGE UNDERGROUNDING AND ENERGY

CONSOLIDATE REQUEST FOR PROPOSAL PROCESS OF CAP AND HRWC

(NOTE: THE LAST SUGGESTION IS CURRENTLY BEING IMPLEMENTED)

4. Do you think it would be helpful if:

- | | | |
|--|-----------------|---------------|
| a. The chairperson of each board and commission met with the primary staff liaison on a regular basis to plan commission activities and agenda items. | 18 (90%)
YES | 2 (10%)
NO |
| b. The primary staff liaisons in area-related commissions met regularly to exchange relevant information and share developments in commission business? | 14 (70%)
YES | 6 (30%)
NO |
| c. The City Manager instituted regular, informal gatherings (coffee and donuts) for members and staff of issue-related commissions to get acquainted and share information and concerns? | 17 (85%)
YES | 3 (15%)
NO |

5. Are there changes in either the functions or procedures of your commission that you feel are necessary which would need the approval of Council?

YES NO N/A

If YES, which?

7 (35%) 11 (55%) 2 (10%)

6. Do you feel you have the time, in addition to your other duties, to give sufficient attention to commission work?

YES NO N/A

If NO, what changes would have to be made to give you the necessary time?

6 (30%) 9 (45%) 5 (25%)

7. Are there certain functions that you presently perform which should be handled by commission members themselves?

YES NO N/A

If YES, which functions?

8 (40%) 11 (55%) 1 (10%)

8. Do you prepare minutes of your meetings?

17 (85%) YES 2 (10%) NO 1 (5%)

If YES, do they include:

N = 17

a. Actions and discussion summaries

15 (88%) YES NO

b. Actions only

2 (12%) YES NO

c. Other elements

6 (35%) YES NO

How long does it take to prepare these minutes _____

AVERAGE TIME: 3.5 HRS. MEDIAN TIME: 4.3 HRS

9. Have members of the commission you staff ever attended classes, workshops, or conferences paid for by the commission?

YES NO N/A

If YES, how much was spent and how did you decide which way these funds would be spent?

3 (15%) 13 (65%) 4 (20%)

PART V. CHECK THE APPROPRIATE BOX AND EXPLAIN WHEN NECESSARY:

1. How are information packets for meetings delivered to commissioners?

- () a. by mail 11 (55%)
 () b. by hand 2 (10%)
 () c. both ways 7 (35%)

If (b) or (c), please describe process and estimate the time it takes.

AVERAGE: 1.6 HRS BY STAFF OR COURIER SERVICE

AVERAGE FOR ALL GROUPS		GROUPS BY % OF TIME			
		%	%	%	%
		0-24	25-46	50-75	75+
2. What percentage of commission meeting time leads to:					
a. decisive action	41	6 (30%)	5 (25%)	9 (45%)	0
b. postponement of action	18.9	15 (75%)	4 (20%)	1 (5%)	0
c. referral to staff	21.3	11 (55%)	7 (35%)	2 (10%)	0
d. no decision	19.5	15 (75%)	2 (10%)	1 (5%)	2 (10%)
Total	100%				

3. In your opinion, what percentage of commission meeting time is non-productive?

- () a. less than 25% 8 (40%)
 () b. between 24% and 50% 5 (25%)
 () c. over 50% 6 (30%)

N/A 1 (5%)

Can you explain your response?

PART VI. (1) CHECK EACH OF THE FOLLOWING SKILLS YOU WOULD LIKE TO IMPROVE TO INCREASE YOUR EFFECTIVENESS AS A STAFF LIAISON.

(2)

N = 18 (2) CIRCLE THE MOST IMPORTANT SKILL YOU WOULD LIKE TO DEVELOP.

PRIORITY

N = 14

- | | | |
|-----------|--|---|
| (8) 44% | a. Parlimentary procedure and alternative meeting procedures. | 0 |
| (9) 50% | b. Conflict management. | 4 |
| (3) 17% | c. Group process techniques such as structured brainstorming, proposal review, force-field analysis (problem solving). | 0 |
| (3) 17% | d. Effective minutes writing. | 0 |
| (6) 33% | e. Running participatory public meetings, hearings, workshops. | 3 |
| (7) 39% | f. Working with difficult people. | 1 |
| (7) 39% | g. Evaluating meetings (how to tell if a meeting worked and what to do if it didn't.) | 3 |
| (1) 6% | h. Report writing. | 3 |
| (5) 28% | i. Public presentations. | 3 |

PART VII. HOW EFFECTIVE WAS THIS QUESTIONNAIRE IN EXPLORING THE ISSUES AND PROBLEMS THAT CONCERN YOU REGARDING YOUR BOARD AND COMMISSION WORK?

Very Effective 3(15%) Somewhat Effective 14(70%) Not Effective 2 (10%)

N/A 1 (5%)

Additional ideas, concerns, suggestions:

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE.

PLEASE RETURN IT BY OCTOBER 14TH TO EVE BACH

IN THE CITY MANAGER'S OFFICE.

APPENDIX I : WHAT COMMISSIONERS WOULD DO IF THEY WERE CITY MANAGER

(Examples of responses to Question 4, Part I, Commissioner Questionnaire)

IF I WERE CITY MANAGER, THE FIRST THING I WOULD RECOMMEND WOULD BE:

- A change in government form! I'd prefer a strong mayor/city administrator government, so that there's more direct accountability. (This comment does not reflect an assessment of the capabilities or performance of the current City Manager or Mayor.
- To open up communications with staff, and give them credit for work done rather than having only department heads sign everything. Allow staff to communicate freely outside department - the barriers and walls are distressing and reinforce citizens' negative attitude concerning staff.
- Cutting the City Manager's salary.
- A greater awareness of Berkeley's ethnic and language minority community.
- Hiring Berkeley residents first in filling vacancies in my administration.
- Enlisting a person to inform the citizens of the ability as well as the limits of the City government.
- A procedure where the critical decisions or issues dealt with by the Commission or Council received immediate attention and action by the Council or Commission.
- That vacancies on boards and commissions be filled immediately. Orientation for all new board members or commissioners.
- To establish modes of "citizen participation" or options of input into City decision making which reach out to those less traditionally active in local policy by making it easier for them to participate..
- Enlarging the scope of service delivery to the elderly.
- That I should attend occasional HAAB meetings as did the last Manager. I have never even seen the present Manager.
- More money for the arts.
- Greater emphasis on human services.
- A cut in pay for myself and top staff.
- To encourage all staff say what they think is the best policy - not what will please the Council or the Manager - as they work on problems with the Commissions.

APPENDIX I : WHAT COMMISSIONERS WOULD DO IF THEY WERE CITY MANAGER

(CONTINUED)

- Implementing management systems to get Berkeley out of the "sixties" and into the eighties!
- To replace department heads, hire people with a more environmentalist education and perspective.
- To minimize the amount of beaurocratic processing, e.g. State mandated Board approval of plans which the actual Mental Health employees (Director, etc.) have had to draw up; i.e., allow us to delegate away our pro-forma work.
- To develop a more sensible way to deal with public input.
- To seek ways to consolidate some of the Commissions.
- To have numerous town hall meetings to get people's ideas about education, health, employment, taxes.
- Budgeting more money for undergrounding utilities.
- Paying more attention to City's physical plant: roads, parks, sewers, lighting, etc.
- To supply City Employees with a city map so they will know where streets are and the zones are. Instruct city hall employees if they don't know a correct answer to find someone else who actually knows the correct procedure. I once filled out 16 forms in three different offices in relation to obtaining a permit for a block party. Ultimately, the permit was denied because the street on which the block party was to have been held is supposedly a through street. After several weeks of problems, we had the block party minus the permit with all our planned publicity, all of our neighborhood participation, and fund-raising. We had no traffic problems since there is never any traffic on that particular street on weekends.
- Remove animal services from the Health Department, because it is definitely a step-child issue for them. Animal Services are a very secondary and minor aspect of the total Health Department Service, and so receive small consideration.
- That I personally attend meetings to get this kind of information instead of using a questionnaire.
- A citywide ethnic festival celebrating the ethnic contributions and diversity of the City.
- To cut out the Boards that are not really accomplishing anything but using up City funds and feeding the ego of the people that serve on them.
- Doing a thorough analysis of the truth and effectiveness of current Berkeley rhetoric - from affirmative action on down the line.

APPENDIX I : WHAT COMMISSIONERS WOULD DO IF THEY WERE CITY MANAGER
(CONTINUED)

- To 1) arrange for more opportunity for communication exchange between the City Council and Commissions; 2) depoliticize the Commissions; 3) publicize Commission meetings and agendas better. The community has little or no knowledge of Commission actions.
- To make the necessary financial commitment for an effective animal control program in terms of personnel and equipment. (The shelter is chronically understaffed and using poor equipment.)
- To budget money for conventions, workshops and periodicals for Commissioners and put together a senior newsletter.
- To hire an independent management, efficiency analyst and review every department; hire a motivation expert to start a program to increase productivity.
- To ensure that the Commission deals primarily with policy issues, rather than minutiae.

APPENDIX J: TROUBLESOME SITUATIONS BY MAJOR CATEGORY

N = 68
number of
responses mean
relative
frequency

INFORMATION

(6) NOT ENOUGH TIME FOR RESEARCH	25	
(15) COMMISSION LACKS ENOUGH INFORMATION TO MAKE DECISIONS	32	34.8%
(21) LACK OF TECHNICAL INFORMATION FOR COMMISSIONERS	14	
	A = 23.7	

GROUP AUTHORITY

(7) LACK OF RECOGNITION FROM THE CITY COUNCIL	13	
(31) RECOMMENDATION DISREGARDED BY COUNCIL	13	
(32) COMMISSION HAS TOO LITTLE INFLUENCE OVER CITY BUDGET	23	21.2%
(33) GROUP HAS TOO LITTLE AUTHORITY	12	
(34) LACK OF ASSISTANCE BY CITY COUNCIL	11	
	A = 14.4	

SETTING GOALS

(1) THE BOARD IS GOING THROUGH THE MOTIONS, BUT NOT GETTING ANYTHING DONE	9	
(4) COMMISSIONER DO NOT AGREE ON GOALS	14	
(8) LACK OF DIRECTION AT MEETINGS	12	16.9%
(10) TROUBLE INTERPRETING ITS MANDATE	12	
(14) LACK OF COHERENT OBJECTIVES AMONG COMMISSIONERS	15	
(29) COMMISSION "FLIES BY THE SEAT OF ITS PANTS."	7	
	A = 11.5	

GROUP PROCESS

(19) BOARD MEMBERS ARE UNPREPARED	20	
(22) COMMISSIONERS TALK "AT" EACH OTHER, NOT "TO" EACH OTHER	11	
(24) SOME COMMISSIONERS TALK TOO MUCH	20	
(25) CHAIRPERSON IS INEPT	7	16.7%
(27) DOMINATION OF GROUP BY ONE INDIVIDUAL	6	
(28) MEMBERS DON'T LISTEN TO EACH OTHER	6	
(35) APATHY/LACK OF MOTIVATION ON THE PART OF COMMISSIONERS	16	
(36) LOW MORALE IN GROUP	5	
	A = 11.4	

ATTITUDINAL CONFLICT

(5) COMMISSIONERS MISUSE POLITICAL FORUM TO EXPRESS BIAS OR PREJUDICE	11	
(9) COMMISSIONERS RESIST CHANGE IN GROUP	5	
(13) HOSTILITY BETWEEN COMMISSIONERS	13	14.1%
(26) DISRUPTION BY INDIVIDUAL MEMBERS FEUDING	6	
(38) COMMISSION MEMBERS ARE POLITICALLY POLARIZED	13	
	A = 9.4	

THE PUBLIC

(11) PUBLIC HEARING ARE CONFUSING AND DISORGANIZED	11	
(17) TROUBLE DEALING WITH IRATE CITIZENS	8	13.7%
(18) SOME COMMISSIONERS HAVE BAD ATTITUDES TOWARD CITIZENS WHO COME BEFORE THE BOARD	9	
	A = 9.3	

APPENDIX J (CONT.)

STAFF

	N = 68	mean
	number of	relative
	responses	frequency
(2) STAFF IS RAILROADING POLICY	8	
(12) CAN'T GET A STRAIGHT ANSWER FROM STAFF	8	
(20) STAFF IS MANIPULATIVE	8	10%
(23) STAFF INTIMIDATES COMMISSIONERS	2	
(30) STAFF DOESN'T DO HOMEWORK	8	
	<u>8</u>	
	A = 6.8	

MISCELLANEOUS

(3) NOT ENOUGH DIVERSITY ON THE BOARD	11	13.6%
(16) DON'T UNDERSTAND THE JARGON	3	
(37) SOME MEMBERS ARE UNQUALIFIED	14	
	<u>14</u>	
	A = 9	

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